

130

# **Management of National Employment Guarantee Scheme Issues and Challenges: A Study in Uttar Pradesh**



1  
331.12042  
MEH

**G.S. Mehta**

**GIRI INSTITUTE OF DEVELOPMENT STUDIES  
Sector O, Aliganj Housing Scheme  
LUCKNOW 226 024**

## PREFACE

Uttar Pradesh, constituting a largest state in terms of its size of population and geographical coverage has been well recognized as a most backward state in India. Its backwardness can be well visualized in terms of prevailing situation of sharp imbalances in per capita income, level of poverty, population growth, birth and fertility rates, literacy infant mortality and death rates, life expectancy across the districts and the growth pattern in economy across its regions and in comparison to rest of the States in the country. The agricultural and its associated activities have been forming the economic base and the main sources of employment and livelihood of population in the State. But its contribution in the economy as well as in providing employment opportunities in the state has been consistently narrowing down during the recent past. The well accepted facts are also that the in an emerging situation of continued fragmentation of land holdings leading to decreasing access of arable land per farm household the agriculture sector would neither be in a position to create additional productive employment according to increasing trend of labourforce nor it would sufficiently sustain the livelihoods of households in rural areas. Thus the creation of additional employment and income for rural segments has been emerging as an important challenge in the State. Various employment oriented programmes were hardly been successful to overcome from these challenges.

Now the acceptations are that the introduction recently initiated National Employment Guarantee Program would be an important measure for addressing the concerned longstanding challenges in the State. In this context the present study has attempted to examine the various issues related to the contribution of NREGA in creation of additional employment and income at household level of different segments and across the different sample districts which were selected randomly from all the from each of the four regions of the State. In addition, the study has also examined at issues related to the key process of and the institutional set up for implementation of NREGA and its provisions, implementation pattern, gaps, problems, issues on wages and its payments, selection of assets created and its need and maintenance, facilities provided at work sites etc. management gaps, problem emerging in different stages of implementation of the Scheme and finally it suggested about the types of strategies to be initiated for properly implementation of NREGA.

The details of the study are presented in seven chapters. Chapter one deals with, background, scope, objectives and methodology of the study. Subjects related to the institutional arrangements for implementation and process of implementation have been presented in chapter two. Characteristics and general features of sample areas have been



highlighted in chapter three. Issues related to planning of NREGA and implementation pattern of awareness of NREGA provisions have been discussed in chapter four. The chapter five presents the participation pattern in NREGA and its determinants. Analysis on aspects related to impact of NREGA at household and village level and empowerment of women has been carried out in chapter and the last chapter presents the main findings of the study and some suggestions for policy recommendations.

The study was financially sponsored by All India Council of Technical University New Delhi and was undertaken in collaboration of Lal Bahadur Shastri Management Institute New Delhi. The overall co-ordination and supervision at the different stages and process of undertaking the study was carried out by Pro. Sangeeta Chhabra of the LBSMI. The author is thankful to Lal Bahadur Shastri Management Institute and Pro. Sangeeta Chhabra for offering to undertake this study to our institute and providing a valuable inputs and suggestions at different stages of the completion of the study.

I express my deep sense of gratitude to Prof. A.K. Singh, the Director of the Institute for providing me an opportunity to undertake the responsibility for undertaking such an important study of my interest and for providing his valuable support, guidance and encouragement in completing the study. I am sincerely thankful to Mr. B.S.Koranga for his valuable support in providing guidance to the research team in tabulation work, Ms. Nidhi Mehta and Ms. Manju Joshi for undertaking such a difficult tabulation and analysis work of the study. Mr. Vinay Kumar Varma, Mr.Lalit Kishore Srivastava, Mr.Munna Lal, Vinod Kumar and Rohit Kumar Shukla were involved in the collection of primary data and Mr. Manoharan K. involved in word processing of the manuscript of the study and Mr. R.S.Bisht provided the secretarial assistant in all stages of the project work. I am grateful to all these colleagues for their valuable assistance.

G.S.Mehta

Giri Institute of Development Studies  
Lucknow

June 10, 2009.

# CONTENTS

	Page No.
PREFACE	i-ii
CONTENTS	iii
EXECUTIVE SUMMARY	iv-xxvii
CHAPTER I INTRODUCTION	1-12
CHAPTER II CHARACTERISTICS AND GENERAL FEATURES OF SAMPLE AREAS	12-30
CHAPTER III INSTITUTIONALARRANGEMENT FOR IMPLEMENTATION ANDPROCESSOFIMPLEMENTATION	31-49
CHAPTER IV PLANNING OF NREGA AND IMPLEMENTATION AND ITS AWARENESS	50-90
CHAPTER V PARTICIPATION IN NREGA AND ITS DETERMINANTS	91-122
CHAPTER VI IMPACT OF NREGA	123-173
CHAPTER VII MAIN FINDINGS AND POLICY RECOMMENDATIONS	174-208
REFERENCES	209

## **Executive Summary**

### **I. Background of the Study:**

In background of a little success achieved through introducing various wage employment schemes in the past the NREGA was enacted to reinforce the commitment towards livelihood security in rural areas on 7<sup>th</sup> September, 2005. The significance of NREGA is that it creates a right-based framework for wage employment programmes and makes the Government legally accountable for providing employment to those who ask for it. NREGA aims at enhancing the livelihood security of the households in rural areas by providing at least 100 days of guaranteed wage-employment in a year to every household whose adult members volunteer to do unskilled manual work. Earlier wage-employment programmes were allocation-based. NREGA is not supply driven but demand driven. The public delivery system has been made accountable. The choice of works suggested in the Act addresses causes of chronic poverty like drought, deforestation and soil erosion, so that the process of employment generation to be maintained on a sustainable basis.

The main objectives of the present study were to examine the key process of and the institutional set up for implementation of NREGA and its provisions, implementation pattern, gaps, problems & impact of NREGA in creating additional employment and livelihood. Issues on wages and its payments, selection of assets created and its need and maintenance, facilities provided at work sites etc. identify management gaps, problem emerging in different stages of implementation of Scheme and finally to suggest about the types of strategies to be initiated for properly implementation of NREGA.

The study was based on both secondary and primary data obtained among a sample of 320 beneficiary and 240 non-beneficiary households spread over in 16 four Gram Panchayats of four districts, two backward and two developed districts located in four different agro-climatic zone in Uttar Pradesh. In addition certain objectives of the study were supplemented through obtaining required information from each of the 8 Blocks, 16 G.P. one worksite in each village and holding group discussions with the beneficiaries and non-beneficiaries in each sample GP.

### **II. Characteristics and General Features of Sample Areas**

Uttar Pradesh has been well recognized as a most backward state in the country, in terms of prevailing situation of sharp imbalances in per capita income, level of poverty, population growth, birth and fertility rates, literacy infant mortality and death rates, life expectancy across the districts and the growth pattern in economy. The agricultural and its associated activities

have been forming the economic base and the main sources of employment and livelihood of population in the state. The economy of the state has been growing at the rate of 5.7 percent during Fifth Plans which picked up to 8.7 percent during Sixth Plans but it started declining sharply thereafter and gone down to 2.0 percent points during Ninth Plans.

The farm sector contributes 37 percent of its income and provides employment to 66 percent workforce in the state. But its contribution in both aspects has also been again narrowing down during the recent past. This pattern indicates that the capacity of agriculture sector by itself can not ensure productive employment to the additionally increasing labourforce and income for sustaining livelihood for households in rural areas of the state. The consequences of increasing pressure of population on land resources has resulted the decreasing availability of arable land for cultivation per farm household.

In terms of existing poverty, about 30 percent of farm households are living below the poverty line. As compared to national average, the poverty ratio stands significantly much higher in the state. Similarly, the share of BPL households in U.P has increased from 36.94 percent in 1998 to 41.44 percent in 2002. The share of the rural poor has increased from 17.22 percent in 1973-74 to 22.65 percent in 2004-05 in U.P. In fact the poverty density in U.P. has also increased from 1.002 points in 1973-74 to 1.230 points in 2004-05.

Across the sample districts the dependency of population on agriculture sector is appreciably much higher than the state average. The proportion of workforce in agriculture sector was as high as 80 percent in Hardoi, 79 percent in Lakhimpur Kheri as against the state average of 62 percent. But the proportion of labourforce depending on agricultural wage paid employment was 12 percent to 14 percent across the sample districts as against the state average of 15 percent. The work participation rate accounted for 32.5 percent, 47 percent for men and 16.5 percent for women in the state, which is even higher at 42 percent comprising 48 percent for men and 36 percent for women.

In terms of various social indicators, both the density of population as well as growth of population in the state has been quite high as compared to the national average. The sex ratio is 898, even it averages to 922 in Chandauli though it stands lower than state average in other sample districts. Literacy rate accounted for 56.27 percent in the state as against 64.80 percent at the national level, which is higher than the state average in Chitrakoot and Chandauli while it is less than state average in other two districts. The literacy rate is highest at 59 percent for general caste followed by 46 percent ST and 35 percent ST population. At the district level also the literacy rates of both SC and ST population are much lower than the general caste population except in Chitrakoot.

In sample areas, out of 8963 households depending on agriculture for livelihood, over 38 percent and 37 percent of them were among SC and BC communities respectively. Also, half of the SC households followed by 28 percent BC household and 0.11 percent ST households were also depending on wage employment. The households engaged in non-agricultural activities were highest among the BC households and those engaged on wage employment were largely among BC followed by SC households in almost the districts.

Due to lacking employment opportunities in villages a sizeable proportion of labourforce from almost the districts migrate outside villages mainly for a shorter duration to work in non-farm activities during the off agricultural operations, leaving their entire family at their native place. In comparison to the family purchase of food the out-migration of people was noted more in the months of September, November and August in a majority of villages.

There was a clear -cut inequality between the prevailing wage rates of men and women workers across the districts on one hand and wages paid during peak and lean agricultural seasons. But the wage rates for both men and women workers were increased remarkably during both the agricultural seasons in all the districts during the recent past but more sharply during the lean agricultural season than in peak agricultural season both in agricultural and non-agricultural works after the introduction of NREGA..

In terms of the availability pattern of different basic facilities across the Gram Panchayat level, the facility of ration shop and safe drinking water was access to all the Gram Panchayats. Also the Panchayat Sevak, Field assistant and project shelf under the NREGA has been provided in all G.P. The facility of junior basic schools was available in 94 percent G.P. while senior basic and high school were available in 56 percent and 44 percent Gram Panchayats respectively. Electricity and computer facilities were lacking in almost the GPs. Most Gram Panchayats were lacking the facility of commercial bank, co-operative societies, post offices, primary health centers, telephone connectivity, agriculture science centre and access to bus and train facility. The NGOs were not formed in any GP while there were only 4 NGOs working in nearby villages.

### **III. Institutional Arrangement in Implementation**

The Rural Development Department in the state, DRDA Office at the district level, the Block Development Office at the block level and the Gram Pradhan and Panchayat Secretary at the Gram Sabha level were associated in the implementation of NREGA. Due to over burden of work with the Block Office and lacking adequate staff both at Block and Village level the problem of the supervision of NREGA in a large number of villages averaging 72 GP per Block was largely emerging in the sample districts. Even most of the infrastructural facilities except telephone and computer was inaccessible in all the eight sample Blocks.

The work proposals were being submitted on regular basis by the GPs at the Block office. The Blocks were mainly selecting labour intensive works and as per the priority of villages and the information for work allotment to the Gram Panchayats was generally given in its meetings. But the guidelines of the of NREGA in selecting works were hardly followed in most of the Blocks. Construction of link roads and kharancha and digging of ponds were the major works being demanded for undertaking under the programme by the G.Ps. The demand of employment was met out within time limit as stated in the provision of NREGA in a majority of blocks

The Employment Guarantee Fund was maintained in 5 sample Blocks. It was reported that this head of funds can not be administrated as revolving funds because the blocks were allotted funds only for maintaining NREGA related expenditures at Block level. There were a large numbers of works demanded for undertaking under NREGA from the part of GPs in every Block. However, a very small proportion of nearly 19 percent and 26 percent of the sanctioned works were completed during the second and first phase respectively in the sample districts. Utilization of funds under different heads according to the laid down provisions of NREGA was well followed in almost the districts.. Similarly, there has been a significant increase in the amount of funds released during the second phase as compared to first phase in all the districts. The social audit and vigilance committees were reported had been formed in almost the G.Ps. but the beneficiary committees were not formed in most of the districts. The open meetings of G.P. and information given through Radio/T.V./News papers/Notice board of G.P. and the local officials were the prominent sources of bringing awareness among the villagers about prescribed wage and other matters of NREGA to the villagers. The grievances of beneficiaries were largely processed through calling the meeting of Gram Panchayat and putting complain before the meeting and setting enquiry by the V.D.O.

Untimely and delay practices being adopted in payments of wages both from the part of Gram Panchayats and banks, release of funds to G.P, inadequate staff employed for NREGA, difficult procedure adopted for measurement of works and selection of works and provision of payment of wages through Bank/Post Office were cited as the major problems emerging in properly implementation of the NREGA. To overcome from these problems the Program officer recommended for ensuring timely payments of wages to the Labourers through reviving the procedure of releasing adequate finances in the Employment Guarantee Fund at the Block, allotment of adequate staff at both Block and village level, organizing training for staff, adopting efficient methods for extending awareness among program implementing personal and beneficiaries about the provisions of NREGA and ensuring access to required infrastructure at the Block.

The NREGA was initially introduced in 22 districts of the state during the first phase. Later it was introduced in 31 districts in its second phase. During the first phase a total of 40.04 lakh households were provided the job cards in UP. During the next phase the number of such households increased to 73.12 lakh. The households who provided employment were also remarkably increased during the second phase as compared to first phase in all the sample districts of the state. However, the proportionate share of SC households in total beneficiary households of NREGA has been declining both in the state and in most of the sample districts. Across the districts the proportion of NREGA beneficiaries were reached to the highest level of nearly 65 percent in Chandauli during the first phase. During the first phase, 99.81 percent households were provided employment but the performance achieved in this regard was relatively better in the sample districts as compared to state level. However the proportion of households who got employment for over 100 days were only 6.02 percent during first phase and 10.64 percent during second phase in the state. Across the sample districts such households were highest from 5.47 percent in Hardoi to lowest at 0.53 percent in Kheri Lakhimpur during first phase and it was highest from 34.79 percent in Chitrakoot to lowest at 8.01 in Hardoi during the second phase. The participation of women in NREGA employment has declined from 45.46 percent during first phase to nearly 18 percent during the second phase in the state but their participation in Chitrakoot and Chandausi was better than the other two districts during both the phases.

At the G P level, over 53 percent households had the job cards. But their proportion was highest at 58 percent in Chandauli to lowest at 38 percent in Kheri Lakhimpur. However, such households were highest at 74 percent for SC among different castes and 49 percent among different category of farmers and lowest at 39 percent BC households. Out of the 1670 job card households, only 66 percent those comprising a highest proportion of 80 percent SC and lowest proportion of 40.45 percent general caste households had participated in NREGA employment. Among the 1107 participant households, the share of SC households was again highest at 57 percent followed by 32 percent BC households and lowest at 1 percent for ST households. Also across the districts this share of SC households was highest at 71 percent in Kheri Lakhimpur to lowest at 47 percent in Chitrakoot. Such households among different farm groups were highest at 37 percent from lowest farm size which declined to 14 percent for highest farm size of households. On an average a household was getting employment for only 17 days but the same were highest for 42 days in Hardoi followed by 26 days in Kheri Lakhimpur and lowest at 11 days in Chitrakoot.



#### **IV. Planning and Implementation of NREGA**

The Gram Panchayats and village level officials were provided the responsibilities for planning different stages of implementation of NREGA works at the Gram Panchayat level. But the staff appointed at the GP level was very inadequate. On an average, only one secretary was involved in implementation of NREGA in over 5 GP. However, the Field Assistant was appointed in every GP. The shelf of projects which were prepared in collaboration of villagers and Gram Panchayat Secretary through discussing it in the open meeting of GP was available in half of the GPs. But, the information regarding the methodology adopted in this regard was lacking in 50 percent of GP while in 38 percent GP the shelf was prepared as per NREGA provisions. The punctuality in holding the meetings of GP was revealed quite poor in almost the districts. The number of meetings held per GP was averages at 2 only during the last year. Almost the meetings were called for discussing issues related to initiating the construction of link roads, nali (canal), kharnja and digging the ponds and selections of works and maintaining the quality of works under NREGA. The social audit of NREGA was took place in over 81 Gram Panchayats.

The participation of people in the meeting of GP has been considerably increasing over the years with an average number of participants per panchayat at 220 persons in previous meeting to 323 persons in the last meeting. The discussions on planning for NREGA was mainly in bringing awareness among the villagers regarding the provisions of wages and employment under the NREGA in 50 percent of GPs followed by planning for work in 38 percent GPs and providing information on the amount of funds received and its utilisation on different works in 25 percent GPs. However the signatories in attendance register were nearly one half of the total participants in both the meetings percent GPs.

#### **V. Implementation of NREGA Awareness**

A significant proportion of both participant and non-participant households were well aware about different issues of job cards and entitlement of days of employment while very less proportion of them were aware about the time limit for providing job card after their request, the provision of un-employment allowance and extra wages to be paid if work given beyond 5 kms from their GP respect in almost the districts. The awareness regarding these all the provisions was relatively higher among the participants of BC followed by SC, middle income groups, general ration card holders, non-agricultural, marginal farmers and men NREGA participant households.



Regarding the prevailing awareness among respondents about the provision of worksite facilities the study found none of them in any sample district was aware about the provision of crèche at the worksite. Also, only less than 8 percent respondents, largely participants in Hardoi followed by Kheri Lakhimpur and mainly, among small farmers, agricultural labours, BPL categories, SC, middle income groups and men participant households were aware regarding the provision of shed and floor sheet for workers, free of charge for medical treatment, payment of allowance if hospitalized, period of rest, payment of wages to women deputed to look after children in the work site, not following of discrimination in wages between men and women, not involving contractor in the work and the no use of machinery in the work to be ensured at the worksite. Even the awareness about these all provisions was largely lacking in Chitrakoot and Chandauli. However, over 44 percent participants were aware of providing first aid and payments should be made for ex-gratia death. Another 28 percent and 14 percent respondents were respectively aware about the provision of at least one fourth of wages should be paid in cash and the facility of drinking water to be ensured at worksite. In almost the districts except in Chandauli the proportion of non- participants who were aware about the provisions of first aid, shade and floor sheet and period of rest were significantly higher than the participants.

A very little awareness was persisting among both participants and non-participants but largely among former groups of households and different types of labours, bottom income groups, marginal farm, women and SC households regarding the provisions of RTI Act, social audit, approval of work by the GP through its meeting, updating information on NREGA in the prescribed walls regularly, publication of work progress in news papers, formation of vigilance and monitoring committee and employment guarantee scheme committee, system of mate and the system of Field Assistant in almost the districts especially in Chitrakoot and Chandauli. Altogether the proportion of households aware in all these context were among participants only in the range of between 4 percent to 13 percent and were largely confined in Hardoi.

## **VI. Level of Awareness and Correlates**

Further examining the different dimensions of awareness by correlating them with various characteristics of households it revealed that none of the non -participants were in the highest awareness score group of 21 and 33 indicators. Similarly, according to all the indicators a very high proportion of over three fourth of both participant and non- participant households were in the lowest awareness score group of 10 dimensions. However, average age of both the groups of respondents was significantly related with their awareness score. The proportion of respondents from different dimension of indicators falling in highest score group were highest

among secondary educated, married, general castes, possessing no ration cards and owned kachha house, nuclear family, agricultural labours and larger farmers.

Further least scorer were found among the households having child workers while households having male worker in the family were the better scorers in case of both the groups of households. It further depicted that higher the work participation rate greater the awareness of household members about the provisions of NREGA. Also a positive relationship was found forming between the per capita income of household and the level of its awareness in case of participant households while a negative association was establishing between the proportion of income generated by household from agriculture and the access to asset of household with the pattern of awareness regarding various provisions of NREGA.

Based on Group Discussions through interacting with different socio- economic strata of beneficiaries and non –beneficiaries in sample villages it was found that the awareness program were mainly organized at the GP level by Pradhan mainly during peak agricultural season for a very short duration. Other weaknesses were in terms of organizing camps outside villages and lacking its information to the people and providing adequate information on different provisions of NREGA. As a result a significant proportion of people of 56 percent people were lacking knowledge about most of the provisions of NREGA. The Pradhan were mainly conducting the different works of NREGA without involving different sections of people in most of the districts. Even the views and suggestions of general participants were not taken into account in almost the districts. Therefore, the shelf of projects prepared in the meeting of GP in a large proportion of 75 percent villages were reported do not reflect the need of all the categories of people. In this context the people recommended for considering the views and suggestions of SC communities.

The job cards were not issued to every needy households but were issued mainly to own people of the Pradhan such problem was largely experienced in Kheri Lakhimpur and Chitrakoot. Infact in half of the villages in Hardoi the job cards were issued after making payments for it. The awareness campaign in response to the method of applying for employment has been very poor in almost the villages.

The role of Mate, Field Assistant and Panchayat Secretary was reported very unsatisfactory in performing their responsibilities in 44 percent villages especially in Hardoi and Kheri Lakhimpur. The sharing of work among the beneficiaries based on the choice and preference of concerned beneficiaries was hardly prevailing among the villages exception was only in 13 percent villages of Hardoi and Chitrakoot. The master roll was maintained mainly at the GP level instead at the worksites which were even not up to date. The Mate was not employed in most of the worksites so the measurement of work done at only 19 percent

worksites. No facility was provided at the worksites of over 56 percent villages. The facility of only drinking water and shed workers was given at the worksites of remaining villages.

## **VII. Participation in NREGA and its Determinants**

A little over three fourth proportions of households in sample districts together had the job cards. Among them a very high proportion of nearly 98 percent households had their own job cards but number of person per job card were more than one person. There was hardly any provision followed in putting written application before the Pradhan for asking employment in NREGA. As only 2 percent households had made written request in this regard. Even a majority of 57 percent respondent reported that there was no need to apply while 22 percent respondents were lacking the procedure for applying NREGA employment.

Average days of employment per household were significantly higher than the per respondent days of employment as provided in NREGA. However, larger differences were revealed in days of employment provided to the respondents as per its entry made in job card and actual days worked by them in NREGA. The days of employment got by respondent as per job cards were noted almost three folds higher than the days of employment actually got by them. However a majority of over 97 percent respondents were hesitating to reply behind the reasons of such differences because telling true by them in this regard would result of not getting employment in NREGA from the part of Pradhan in the future.

The verification of entries in the job cards of the respondents was mostly carried out by the few people of the concerned villages rather than the respondents themselves. The evidence of irregularity was found mostly in noting down the entry of incomplete information on certain matters in the job card. The days of employment per respondent were for 37 days as against 41 days per household under the NREGA during a year but were significantly varying across the districts. A very high majority of over 76 percent respondents were preferred to undertake piece rate of work over the time based work.

As a result of the identification of worksites within the GP in most of the districts nearly 98 percent respondents were provided employment in NREGA in the worksites located within their own Gram Panchayat. However, nearly 23 percent respondents were not aware whether the works were executed or not but, over 59 percent and 14 percent of them reported the works were executed through the G.P. and village level officials respectively.

A significant level of differences were found occurring between actual wages paid and amount of wages received as per job card by the respondents. However a large proportion of 86 percent of respondents avoided to provide actual information behind this context. The amount of total wages earned per respondent during last year from NREGA averages to Rs.3190, which

were even as low as only Rs. 2193 in Hardoi. Even the per day wages given per respondents were less than Rs. 100 in almost the districts except in Chandauli. In terms of payment of wages a majority of 72 percent and 63 percent respondents received wages from last and older than last worksite respectively. The payment of wages done largely at the private residence of Pradhan while only 17 percent beneficiaries received their wages through Banks and a little over 9 percent beneficiaries, largely representing Chandauli were given wages at the worksites itself. The practice of reading the name of beneficiary and the amount of wages paid to them was not followed in most of the Gram Panchayats. Even only a half of the respondents had signed on the muster roll after the completion of work at the worksite. The wages of a majority of over 65 percent respondents were kept commonly by the spouse. The provision of making payments for sharpening the tools and implements was hardly followed in all the districts.

In terms of access to different facilities at the worksites the study found excepting the facility of drinking water the other facilities were hardly provided at any of the worksite in the sample districts. The facility of drinking water and first aid was even, seen available by a little over 41 beneficiaries and 21 percent respondents respectively.

Different Government officials and non-officials and representatives of GP have been making at least some visits at the worksites to look into the progress of work. However the MPDO had never visited at any worksite. Though, the VDO and Pradhan had been frequently visiting at the worksites in most of the districts..

In terms of child -care practices the women beneficiaries were mostly keeping their children at more than one place depending upon the type of facility available for the child care at the specific place. Due to lacking any facility of looking after the children at the worksites a half of women were leaving their children at home and the children of another 7 percent women were being look after by their neighbors. Nearly 43 percent women were sometimes bringing their children with them at worksite where the children were look after either by their siblings or by themselves along with working at the worksite or by other people working at the worksite. However, as a result of existing very cordial environment at the worksites they do not face any kind of difficulty even in breastfeeding the children. In case of providing the facility of child care at the worksite a very high majority of 79 percent women were willing to bring their child at the work site.

### **VIII. Work Wages and Working Condition at Worksites**

The days of employment provided per worker at last worksite was for 13 days which was highest for 15 days in Kheri Lakhimpur to lowest for 11 days in Chandauli. A overwhelming majority of 80 percent of them had worked in digging of ponds followed by 19 percent in

composite task and 10 percent in water supply. The attendance of workers was generally taken once in a day which was being noted down in the notebook. Only less than half of the respondents sign or put their thumb print on the muster roll. Even a very high proportion of 73 percent respondents reported that their days of work on muster roll were not recorded accurately. Only 7 percent respondents saw the names of persons on muster roll who did not work at the worksite. But in none of sample districts the names of dead persons in the muster roll were seen. The respondents were indicated possessing a sound health condition as only nearly 2 percent respondents suffered from fever and cold while working at the current work site. Similarly, the problem of harassing the respondents at the worksite was not emerged in any sample districts except 4 respondents were once harassed by their work supervisor on minor issue.

The Gram Panchayats were involved in the creation of assets like ponds, check dam and kachcha/pucca link roads in the sample districts. The perception of a high majority of three fourth proportion of respondents were that the assets created in their GP would be very useful in the interest of village communities. In performing NREGA work, one percent and 6 percent respondents complained regarding the use of machines at the worksite and regarding the involvement of contractor in supervision of works respectively. Payment of wages was largely made on daily basis in almost the districts and a significant proportion of 79 percent respondents were making the practices of calculating their wages at worksite. The measurement of work at the 34 percent worksites was never done in the past. In remaining worksites, the mates measured the works. The work of respondents was largely measured collectively while the work of only 20 percent respondents only in Kheri Lakhimpur was measured individually.

Further after directly visiting at 16 worksites the study found that the muster rolls in most the worksites were kept with the Gram Pradhans or the Panchayat secretaries while the same were available at only 6 percent worksites and were updated. Out of these updated muster roll the difference between the actual days worked by the labours and the noted days of work was found in one muster roll. The procedure of providing work through the written application was followed at only 13 percent worksites. Otherwise the labours at 69 percent worksites were unaware about the mode of applying for work. At a majority of 88 percent worksites the payments of wages to the workers were made after over one month of the completion of works. However almost the workers were paid the prescribed minimum wages. The payment of wages was largely done at the individual houses. The entry of the details of wage payments on the muster roll was undertaken at only 31 percent worksites while only 13 percent workers had signed on muster roll after getting wages. At a majority of 56 percent worksites the labours had complained either against the untimely payment of wages or the ongoing practices of paying less

than prescribed amount of wages. Average waiting period for getting wages after the completion of work was for 22 days for all districts together.

The facility of first aid kit and crèche was not provided at any of the worksite but the facility of shed and drinking water was available at 6.25 percent and 25 percent worksites respectively. Even the notice board was not placed at any worksite. Also the Vigilance committee was not formed for any worksite. However the beneficiaries were either not aware or they were avoiding to provide any actual information regarding any type of irregularity prevailing at the worksite. The Mate was employed at only 12.50 percent worksite that too in Hardoi only.

The assets being created at the worksites were link roads, ponds and canals. The assessment of the research team was that the assets being created at nearly one third of sample worksites would be quite useful for the villagers while there was a optimistic view regarding the usefulness of assets being created at a majority of 44 percent worksites which were largely being created in Chitrakoot. Also the assets being created at 19 percent worksites were expected would be not useful.

## **IX. Impact of NREGA at Household Level**

The impact of NREGA in providing employment has been at least at some extent during all the seasons, especially during summer. During the whole year in 2007-08 the proportion of working days of participants under the NREGA employment were 9 percent. Still the non-NREGA activities in general and the activities providing self employment opportunities were found contributing a significant role in creation of employment for both participants and non-participants. But the proportion of working days put under the self employment were fairly much higher in case of latter groups of respondents than the former one. On the other hand the impact of NREGA was noted in getting additional employment for nearly 25 percent of working days with a minimum of 16 percent and maximum of 33 percent working days across the districts in favor of NREGA participants over the non -participants during the whole year of 2007-08.

Across the different castes of households the BC households got a greater edge over the other castes of households in putting higher working days under the NREGA employment during every agricultural season. Bit the General castes were putting a high proportion of working days in agricultural operations as self employed during different agricultural seasons. Except the case of ST households, the proportion of working days of other castes of households were higher under self employment than under both NREGA and Non- NREGA employment in all the agricultural seasons while the proportion of un- employment days were recognized highest for ST households at 51 percent to 63 percent during summer and kharif agricultural season



respectively. In all the impact of NREGA in providing employment has been gone largely in favor of BC households followed by SC households and least for ST households.

Across the different **category of farmers** the benefit of creation of employment opportunities under the NREGA has mostly gone in favor of landless Labourers followed by marginal and small farmers than the other categories of farmers. However the proportion of working days under non- NREGA employment of different categories of farmers except large farmers among the participants were significantly higher than their non-participant counterparts. The proportion of unemployment days of all the farm groups of participants were again higher than their non-participant counterpart. It was largely due the fact that a large proportion of non participants had assured employment available at their household level. Overall differences in employment days under NREGA were in favor of all category of participant farmers except the larger farmers.

Every **income group of households** had been provided at least some days of employment under the NREGA during all the seasons but its benefit has largely gone to middle and lowest income groups of participants. At the same time the proportion of working days under non-NREGA were relatively higher for lowest income groups of both participants and non-participants in almost the agricultural seasons except during Rabi season. Again a positive relationship was establishing between the size of income of household and the proportion of working days put under self-employment by both participant and non-participant households. Further a absolute negative relationship was persisting between the size of household income and the proportionate days of unemployment of both participants and non-participants. The impact of NREGA has been noted in terms of providing additional employment of 4 percent during kharif to 22 percent during summer in favor of lowest and middle income groups of participants respectively over their non-participant counterpart.

Similarly the impact of creating NREGA employment has been more positive for **men** than the **women**. As the men participants were getting higher days of employment than their women counterpart under the NREGA during all seasons. Similar extent of differences against both participant and non-participant women were seen emerging in terms of the proportion of working days put by them under non-NREGA employment. Also the cumulative impact of creation of employment under NREGA has also been largely gone in favor of men. Since the proportion of working days under NREGA for women were accounted at 5 percent as against 10 percent for men during the whole year. Even under non-NREGA employment the proportion working days for both participant and non-participant women were recorded nearly half of the men. Surprisingly the proportion of working days under self employment were relatively higher

for both participant and non-participant women than their men counterpart. But the participant women was found remained higher proportion of working days as unemployed than the non-participant women and the reversal was the situation existing in case of men participants and non-participants.

The contribution of NREGA in the total income of households has been highest at 27 percent in Chitrakoot during summer season and lowest at 7 percent in Hardoi during Kharif season. During the whole year the contribution of NREGA was accounted 17 percent in the income of participant households though it varied highest from 20 percent in Chitrakoot to lowest at 12 percent in Hardoi. The non-NREGA employment were the only single sources of income of non-participant households which was contribution was found much higher than the contribution of income generated together from NREGA and Non-NREGA employment in the households of participants in almost the districts. It was therefore, the differences in the contribution of non-NREGA in the households of participant were negative at 80 percent against the participants.

The contribution of NREGA was highest at 24 percent for BC households during the Summer season and lowest at 4 percent for General Castes households during the Kharif season. During the whole agricultural seasons this contribution was ranging from the highest level of 20 percent in the BC households to lowest at 9 percent in the General Castes households. In totality terms, the impact of NREGA has been positive in creating additional income at 28 percent 12 percent in SC and ST households respectively over their non-participant counterparts during the whole year. Even the concerned differences reaches to the point of 29 percent and 17 percent between concerned castes of participant and non-participant households during the summer season.

Further, the contribution of NREGA in the total income of landless households was significantly much higher than in remaining categories of participant farm households during all the agricultural seasons. Even the proportionate share of NREGA in the income of marginal farmers households was also ranged between 23 percent to 14 percent during the Rabi and Kharif seasons respectively. But its contribution was lowest in the larger farm households during the all agricultural seasons which varied from the highest point of 11 percent during Summer season to lowest at below 1 percent during the Kharif season. At aggregate level the contribution of NREGA in the total income of landless households was recorded as high as 22 percent followed by 19 percent in the households of marginal farmers and lowest at 12 percent in the households of larger category of farmers. But the average size of income derived from non-NREGA activities was found highest in the larger categories of farm households which consistently declined with declining the size of holdings of the households.



On the other hand, the contribution of NREGA was reflected at highest level in the households of middle income groups of during all the agricultural seasons. Among the lowest bracket of income groups its contribution was reflected highest from 22 percent during the Summer season to lowest at 9 percent during the Kharif season. The concerned contribution in the upper income groups of households was lowest as compared to remaining groups of households. This was particularly the fact that larger income groups of households were participating in NREGA employment for lesser days than the other income groups of households because they were deriving higher income per household than the other income groups of households from non-NREGA employment, which was well reflected from the present analysis. During the whole year the contribution of NREGA in the total income was again highest in the middle income groups of households as against 12 percent in bottom and 10 percent in largest income groups of households. However the average income per household which generated from non-NREGA employment was registered consistently positively related with the size category of farm households of both participants and non participants.

Aspects related to **utilisation of NREGA income** indicated that almost the NREGA participants were forced to utilize their wages firstly in purchasing of necessary items as food and clothing for its family members and than in non -food items. Infact over one third of households were using NREGA wages on health care. Such households were even as high as 43 percent each in Kheri Lakhimpur and Chitrakoot. A second majority of 16 percent participant households, comprising highest at 31 percent in Hardoi followed by 24 percent in Kheri Lakhimpur were using NREGA income in the purchase of agricultural instruments animals and other agricultural inputs. However, a lowest proportion of 1 percent participants were using it for the purchase of radio, TV, cycle.

Regarding the proportion of NREGA income utilized under different heads of expenditure it indicated that the share of expenditure on renovation and construction of house and availing health care facilities were happened to be the two major heads of expenditure of the participants in almost the districts. However, the proportion of NREGA income utilized for the purchase of radio etc was reported lowest at 0.23 percent while a significant proportion of 7 percent NREGA income was being utilized in purchasing agricultural implements and inputs. The share of expenditure on this head was even as high as 21 percent in Hardoi followed by 8 percent in Kheri Lakhimpur.

Among the different income groups of participant households a very high proportion of 50 percent households from middle income as against a lowest proportion of 14 percent households from bottom income groups were utilizing NREGA income in availing health care

facility. Similarly the households from middle income groups were again dominating in proportion of NREGA income being utilized in heads like renovation and construction of house and purchase of agricultural implements and inputs. The proportions of NREGA income spent on both health care and household durables were positively related with the size of income groups. A very positive impact of NREGA were that a significant proportion of 5 percent NREGA income was reported being save by mainly middle and higher income groups of participant households.

The **perceptions** of a highest majority of 72 percent participants were that the implementation of NREGA has been important in the interest of the welfare of their village people. In addition, a second majority of 42 percent participant households had reported that the concerned programme had helped in to avoid hunger in their households. Surprisingly only 13 percent participant households reported that the NREGA had helped them in providing employment. But over half of non-participant households felt that the initiation of NREGA has widened the scarcity of labour. Though a second majority of 26 percent of them had the perception that it has helped to send children to school and caused to raise market wage over the years.

In all, the non-participants were more optimistic than the participants in realizing NREGA as a very important programme for the welfare of villages across almost the districts except in Kheri Lakhimpur. However, the proportion of households realizing somewhat impact of NREGA were highest and were in case of participant households over the non-participant households. Similarly, the differences in the proportion of households who feel the NREGA has helped in creating assets, to cope up with illness, and rise market wages were larger in latter group over the former group of households .

Likewise, a highest proportion of BC and SC households had the perception that NREGA has been very important in certain manner. A significant impact of NREGA has also been reported in sending children schools, repayment of debts, bringing changes in life style and to avoid migration mainly by SC and BC households. The impact of NREGA in rising the market wage rates has been largely visualized by a overwhelming majority of non-participant General castes of households. Even, the perceptions of General castes of participant households on the impact of NREGA on most of the aspects were in negative.

Also, the perception of a lager proportion of both agricultural labours and marginal farmers among different occupational category of households had that the implementation of NREGA has been highly important for certain aspects. However the proportion of households who reported that the NREGA had helped in matter related to bringing changes in life style, to

avoid hunger and migration has been reflected at higher level among large farm- groups of participant households than their non –participant counterpart of households. But a very high majority of 41 percent marginal farmers followed by 24 percent agricultural labour among participant households and 36 percent from former and 23 percent from latter farm group of households among non –participants had the perception that NREGA has helped in repayment of debts.

Further the proportion of households among both participants and non –participants who had the perception that initiation of NREGA has been important on various aspects were negatively related with their **household income** groups. Similar relationship was reflected in the proportions of both participant and non –participant households who had the perceptions about the positive impact of NREGA to avoid hunger, to send children in school and reducing migration across the different income groups. In all the context the proportion of different income groups of participant households were relatively higher than the non –participant households. However among the participants the proportion of households who indicated that the NREGA helped to avoid migration, sending children school and repayments of debts were largely belong to middle income groups while the impact of NREGA on avoiding hunger was reflected for a highest proportion of bottom income groups.

## **X. NREGA and Women Empowerment**

A significant proportion of both participant and non –participant women had availed the freedom to keep their wages either with her or along with the spouse and spent it as per the requirement of their family. But, only 42 percent women were keeping their wages with them. However; the impact of participation of women in NREGA has been favourable to the extent that the proportion of women participants who keep wages with them were 46 percent as against 37 percent non –participants. Even this proportion of participant women reached at 100 percent in Hardoi. Also, a very high proportion of 78 percent women were utilising it in the purchase of food items while a lowest proportion of 19 percent of them were using it for personal purposes. However the proportion of women who had been provided freedom for spending their wages on both education and health and personal uses were fairly larger among non –participants than the participants while the former group of women were largely spending on food items.

Among different castes, the women who had the freedom to keep wages were varying from 57 percent general castes to 40 percent BC to lowest at 39 percent SC women. However relatively higher proportion of all castes of participant than their non –participant counterpart of women had availed such freedom which indicates the fact that maximizing participation of women in NREGA could be a important measure to bring improvement in their empowerment in the near future.

Still SC and ST participant women were hardly finding the opportunity to use their wages in matter related to its personal purposes, livelihood improvement, education and health due to their prevailing poor economic condition. Instead, a very high proportion of over 84 percent SC women as against none of the General Caste of women were utilizing their wages on the purchase of food items alone. This was not only in case of participant SC women only but also for non-participant SC women.

Across the different **category of farmers** the proportion of women who keep their wages with them were ranged between highest from 45 percent in medium farm to lowest at 27 percent in larger farm of households. But the proportion of women among participants from almost category of farm households, except from medium farm households who had given such freedom were relatively higher than their non-participant counterpart of women. In terms of utilization of wages it revealed that inspite of a major proportion of wages spent on the purchase of food items by every farm category of women the proportion of them using it on the purposes of personal, education, health and livelihood improvement were relatively higher among marginal and small farm households than the other farm households. But the proportion of women participant from all the farm groups who were spending on food items were remarkably higher than their non-participant counterpart of women.

Across the **different income groups** the proportion of women who were keeping their wages with them were registered fairly highest at 80 percent among bottom income groups and this proportion of women starts at decreasing order if one proceed towards higher income groups of households. In using their own wages for different purposes, the study found that a highest proportion of women from bottom and middle income groups were spending their major proportion of wages on food items. Such was not in case of higher income groups of women who were largely using it for their personal purposes. Even the proportion of women who were spending it on education and health were only from bottom and middle income groups of households.

Looking at the **contribution of employment created under NREGA** in achieving empowerment of women it revealed that the participant women were getting 5 percent additional days of employment over the non-participant women as a result of participating in different works created under NREGA. However, the proportion of working days under non-NREGA employment were relatively higher for former groups than the latter group of respondents and also across most of the districts except in Chandauli. But the proportion of working days employed as self employed were noted higher in favor of non-participants in each of the districts. As a result of getting over 9 percent of additional working days by the participant

women over the non-participants in NREGA the differences in the proportion of unemployment days of participants has gone down over 56 percent as compared to non-participants..

Among the **different castes** the contribution of NREGA in providing employment had gone more in favor of BC women than the SC women. As the proportion of working days under NREGA for former group of women were reported 12 percent as against 6 percent for latter group of women. Again the former group of women were getting higher days of employment than the latter group of women but less than non participants in Non-NREGA activities. But the days of employment as self employment were relatively higher for SC than the BC women. As a result of participation in NREGA employment the participant women were empowered to get additional employment of 11 percent to 13 percent days over the non participants. But negative impact against all the castes of participant women over the non-participant women was revealed in the days of employment as self employment.

Further, the study found a constant negative relationship was establishing between the **size of farm** owned by women household and the proportion of its working days under NREGA. As the proportion of working days under NREGA were noted highest at 7 percent in case of landless women who went down to 1 percent for larger farm category of women. The proportion of working days under non-NREGA employment were almost higher in case of participants than the non-participants among different categories of farmers which were also again similarly determined by the size category of farm of households. But almost all the category of women farm households among participants except larger category of farm households were remaining higher proportion of working days as unemployed than their non-participant women

In all the impact of NREGA has favored largely to the participant women of medium farm households followed by small farmers and landless as the differences in proportion working days under NREGA in favor of these category of women participants were accounted in the order of 18 percent, 11 percent and 10 percent respectively. A absolute negative impact of NREGA was visualized against the women participants of large farm households.

Across the **different income groups** the benefit of employment creation under the NREGA has largely acquired by the women with larger size of family income. As the proportion of working days of participant women under NREGA employment were positively related with the size group of family income. Even the contribution of non-NREGA employment of women has been positively related with the size of household income of both participants and non-participants. But its contribution stood relatively higher for favor of women participants than their non-participant counterparts in almost of the income groups. The proportion of unemployment days of both the categories of women were negatively related with their household income though the same were fairly higher for participants than the non-participant women.

Further there revealed a larger difference in providing employment opportunities against **women in NREGA**. This was evident by the fact that the proportion of employment days provided to women accounted to 5 percent as against 10 percent days to men. Even the proportion of working days under both non-NREGA and self employment were indicated higher for men participants as well as men non-participants than their women counterpart. But the proportion of unemployment days for women among both participants and non-participants were noted higher than their men counterpart. However as a result of participation of women in NREG its contribution has been noted in providing over 9 percent of the additional days of employment to the participant women over the non-participant women. Though the concern impact was revealed more significant in favor of men participants than the women participants.

Examining at the extent of empowerment achieved by women in terms of **contribution of income in their household** through participating in NREGA the study found that the participant women were contributing 11 percent additional income over the non-participant women for their household by way of getting NREGA employment. But still, the contribution of non-NREGA income has been significantly higher than the NREGA income in the households of both participant and non-participant women in almost the districts. But the overall contribution of women participants has increased to over 37 percent higher than the contribution of non-participant women in the total income of their respective households after getting NREGA employment. However this contribution was noted significantly higher in case of BC women than the SC women accounting for 14 percent and 9 percent respectively.

Across the different **category of farm households** the contribution of NREGA income was reported ranging between the highest level of 18 percent in the medium farm households to lowest at 1 percent in the marginal farm households. On the other hand the contribution of non-NREGA income was found exceeding many fold higher than the NREGA income in all the category of women farm households. Even the share of participant women of all the farm households in the non-NREGA income was found fairly very large than their non-participant counterpart of women.

In this sense the participant women of all the category of farms were already contributing higher income than the non-participant women even before getting employment under NREGA works. Latter, after generating additional income from NREGA by participant women this gap has further widen to the extent of 44 percent. and 25 percent in favor of small farmers and landless labours households respectively.

It further found that the introduction of NREGA has highly gone in favor of bottom income groups of women than the higher income groups of women. As the proportion of women



NREGA income in total NREGA income has been as high as 74 percent of lowest income group of women and it decline with the increase of income group of household. Even the contribution of participant women in Non-NREGA income of household was found significantly higher than it was reported in case of non-participant women in each of the income groups. As a result of additional income earned by participant women from NREGA the overall difference in the proportion of women income in total household income was reported much higher in their favor over the non participant women across the different income groups of households.

## **XI. Impact of NREGA in Sample Areas**

As far as the impact of NREGA in the rural market was concerned, earlier the procedure for employing casual labour was highly or moderately prevalent together in 44 percent villages while after introduction of NREGA it was prevalent in 38 percent villages. In terms of the mode of payments of wages, earlier a very high proportion of 50 percent casual labours were getting wages on weekly basis, now 69 percent of them were paid on daily basis. However, there has been no change in making advance payment of wages to the casual labour and in providing credit to the labours in all the GPs. The proportion of GPs where the payment of wages were made in cash was 75 percent, now this proportion of GPs has gone up to 81 percent. A significant impact of NREGA was depicted in employment security of the labours.

There has been a remarkable changes in the form of employing farm servant in sample areas. Earlier, it was highly prevalent in 38 percent GPs, but it was currently prevalent in 19 percent GP. In fact, a significant level of impact has been indicated in mode of wage payments after the introduction of NREGA.. However, no changes were revealed in providing credit to the farm servant, which was prevalent in all the GPs. A very little impact in the form of wage payment was reflected only in Chitrakoot and in Kheri Lakhimpur. However, the condition of employment has remained un-secured in almost the districts except in Hardoi even after the introduction of NREGA..

There has been a very high impact of NREGA in hiring out of labour on contract basis in almost the districts especially in Chandauli and Chitrakoot where it was highly prevalent earlier. But the wages were still being paid on weekly basis. But the employment security has increased after the introduction of NREGA.

The system of employing contract migrant labour has either boost up or it is constant, after initiating NREGA in all the districts. Mode of wage payment has changed from the system of its payment once in two days to daily basis in a highest proportion of GPs. However, there has been no change in payment of wages in advance. A significant impact of NREGA had been in

ensuring the regularity of employment of contract migrant labour, particularly in Hardoi. The system of exchanging labour between one to other household has more or less changed but the practices of payment of wages from daily basis to weekly basis and the system of advance payment was gaining importance after initiating NREGA. The provision of providing credit to the labours is continued today while the proportion of GPs making cash payment of wages were declined but the system of payment of wages both cash and kind was boosting up..

The fixation of high wage rates in NREGA has directly influenced the increasing trends of wages of both for agricultural and non- agricultural labours. But the wage rates of agricultural labours continued to lagging far behind to the non-agricultural labours. However, the wage rates of latter category of labours has been picking up more sharply than the case of former category of labours. Similarly the wage rates of women were at much lower order than their male counterpart in both agricultural sector and non-agricultural sector. Also the wages of men has been increasing more sharply than the women in agriculture sector but the reversal was the case in non- agriculture sector.

As far as the impact of the implementation of **NREGA on the land market** was concerned, the study found that the practices of both lease in and lease out land which was highly prevalent in 63 percent GPs it has been now moderately prevalent in all these GPs. But the already well developed fixed rent practices of land was still moderately prevailing in 81 percent GPs without showing any impact of NREGA. However, the proportion of GPs where the share cropping practices was prevalent has reduced from 13 percent to 6 percent after the introduction NREGA.

## **XII. Policy Recommendations**

Introduction of NREGA has well proved in providing at least some level of employment opportunities and livelihood security, achieving empowerment among different disadvantaged socio-economic groups, especially women, creation of productive assets and bringing overall socio-economic changes in rural areas. But there depicted a lot scope for making this concerned program more successful if certain untapped gaps are to be considered sincerely in the planning of its implementation processes in the years to come. Broadly speaking, there is a need to maximize the participation of different communities in different stages of the implementation of the program so as to achieve equity in the distribution of benefits derived from NREGA. The differentials extent and types of problems and gaps were well depicted to begin with the extent of sincerity devoted by program implementing authorities to the pattern and pace of its implementation and the participation pattern of rural communities in achieving the benefits of the program. In this context following policy measures to be initiated;



- (i) It is very necessary to organize training program for the program implementing authorities at the State, Block and Gram Panchayat level for extending the knowledge of different aspects and provisions laid down under the NREGA and appropriate methodology to be adopted for its implementation.
- (ii) A great need was felt for imparting knowledge about various subjects and provisions of NREGA, accountability of different committees and about RTI Act among the rural people. In this context provision should be carried out to organize training camps and cultural programmes and other locally acceptable methods among the clusters of villages during the off – agricultural seasons.
- (iii) Provision should be made to form a separate division with providing necessary infrastructure and adequate staff for implementation, evaluation and monitoring the works of NREGA at the Block level and providing at least one secretary at each GP level.
- (iv) It will be desirable to form a NREGA committee, comprising of Pradhan, secretary and one representative from each NGO, Nyay Panchayat, women and different castes for looking after all the NREGA related works, starting from the selection of works to ensuring the payment of actual wages to the workers at the GP level.
- (v) The problems emerging in timely releasing of adequate funds from the part of CDO office, resulting untimely completion of 81 percent approved works and generation of inadequate employment days of less than 17 days per worker during a year, can be better minimizes if adequate funds are directly transferred in the EGF at the Block and this funds are to be released to the GP as per their demand of employment.
- (vi) Looking at inaccessibility situation of banks in rural area and lacking co-operation from its staff in all aspects the arrangement of the payments of wages to the beneficiaries may be carried though Post Office which facility is available in most of the GPs.
- (vii) The meetings of GPs should be frequently organized with maximizing the participation of different communities in general and disadvantaged groups of population in particular and all the NREGA matters to be accordingly discussed with ensuring transparency in all the decisions finalized in the concerned meeting.
- (viii) The GP level committees and program implementing authorities should be made accountable for ensuring the maximum participation of women and other marginalized segment of people in NREGA employment and providing employment to actually needy and job card holding households, entering actual information on job cards, timely payment of wage, making access to different facilities at worksites, maintaining the quality of work and other related essential aspects.

- (ix) The officials of Both the Block and GP level should frequently visit the work site to assess and evaluate the work progress, system of payments of wages, providing of different facilities, problems being faced by workers, quality of work maintained and other relevant aspects.
- (x) The participation of women in NREGA employment can be maximized through selection of separate worksites for them as the prevailing deep rooted certain social evils are still largely restricting their participation along with men at the common worksites.
- (xi) Considering the extent of existing level of un-employment and the increasing demand in rural areas for employment the entitlement of days of employment should be increased. Similarly, and wage rates under NREGA employment should be increased as the prices of essential commodities has been rapidly rising over the years. At the same time, increase in employment days together with wage rates will certainly be an important measure for minimising persisting inequality in income distribution among the rural households as the demand of NREGA employment was being created largely by the households from bottom income groups and landless and marginal farmers.

# CHAPTER I

## INTRODUCTION

### I. Introduction

Agriculture and its associated activities have been forming the economic base and the main source of employment and livelihood for the people in rural areas of the country. However, continued population pressure on land both for employment and livelihood, an ever declining land man ratio, increasing fragmentation of agricultural holdings and increasing inequalities in the distribution of arable land for cultivation among farming households, decline in per household income originated from farm -sector and increasing application of labour saving farm production technologies has resulted the inability of agriculture sector to provide gainful employment opportunities to additionally increasing labour force and sustaining the livelihood of farming households in rural areas (Islam, 1987). The adverse outcome of these facts have been well visualised in terms of emerging increasing un-employment and poverty situation in rural areas. It has also been well realized that the release of surplus labourforce from agricultural sector to be absorbed in industrial sector in urban areas did not succeeded so far (Papola, 1984).

Therefore, presently emerging situation has been that the rural economy in India has been characterized by a huge volume of surplus labour in the form of disguised as well as open unemployment. The labourforce in this agrarian surplus economy has been largely depending on wages which they receive through undertaking unskilled, casual, and manual labour in available employment in rural farm and non-farm economic sectors (Kabra 1992, Mathur 1993, Basant 1993. But almost the rural households and its labourforce has been recognized depending on diverse portfolio of activities and income sources, along with livestock crop and livestock production which has even not been providing sufficient income for their survival (Vaidyanathan, 1986. Mehta, 2004).

The outcome of these emerged situation has caused a major challenge for policy makers and planners in view of the creation of additional employment opportunities for additionally increasing labourforce in rural areas. In this context, several wage employment and self employment programmes were initiated for creating additional employment opportunities so as to sustain the livelihood of rural households during the past plan periods in India. More specifically the need to evolve a mechanism to supplement existing livelihood sources through creating additional opportunities in rural areas was well recognized from the beginning of the

introduction of First Plan in India (Chadha 1994) and the Government introduced a workforce programmes that offered wage employment on public works on minimum wages. Latter a wage employment programmes were started as pilot projects in the form of Rural Manpower (RMP) during 1960-61. Thereafter a number of employment oriented programmes came in force during the past plans in India. These programmes were as Crash Scheme for Rural employment (CRSE) (1971-72), Pilot Intensive Rural Employment Programme (PIREP) (1972), Small Farmers Development Agency (SFDA), Marginal Farmers and Agricultural Labour Scheme (MFAL). The experiments of these programmes were further translated into a full-fledged wage-employment programme in the form of the introduction of Food for Work Programme (FWP) in 1977. During the 1980's the Food for Work programme was further streamlined into the National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP), Jawahar Rozgar Yojana (JRY 1993-94) and Employment Assurance Scheme (EAS). The Jawahar Rozgar Yojana (JRY) was merged with JGSY from 1999-2000 and was made a rural infrastructure programme. This programme was later merged with the Sampoorna Grameen Rozgar Yojana from 2001-02 and National Food for Work (NFFWP, 2005). These all wage-employment programmes implemented by State Governments with Central assistance were self-targeting, and the objective was to enhanced livelihood security, specially of those dependent on casual manual labour. At the State Level, the Govt. of Maharashtra formulated the Maharashtra Employment Guarantee Scheme and Maharashtra Employment Guarantee Act, 1977 to provide wage-employment to those who demanded it. The objectives of these employment oriented programme were essentially evolved to employ the rural workforce, particularly during off agricultural season in rural areas itself. In addition to the creation of employment and income for rural households the objective of these programmes has also been to accelerate the growth of rural economy directly through creation and utilization of rural productive assets. But due to one or other reason the employment oriented programmes which introduced in the past had been merely successful in achieving the desired goal of creating additional gainful employment and livelihood opportunities in rural areas. The weaknesses of these wage employment programmes can be listed in terms of, (i) low programme coverage (ii) more than fifty percent beneficiaries were not from most needy group (iii) bureaucracy dominated planning and a little participation of community in planning (iv) work to women lower than stipulated norm of 30 percent (v) only 16 to 29 days employment provided to household (vi) assets created not durable and (vii) corruption, reports of false muster rolls, contractors persisted and payment often less than prescribed wages (Mehrotra, 2008).

## **II. National Rural Employment Guarantee Act (NREGA);**

In background of the undesirable achievements visualized with the introduction of various employment and poverty elimination programmes during different plans in the past the National Rural Employment Guarantee Act (NREGA) was enacted to reinforce the commitment towards livelihood security in rural areas. The Act was notified on 7<sup>th</sup> September, 2005. The significance of NREGA lies in the fact that it creates a right-based framework for wage employment programmes and makes the Government legally accountable for providing employment to those who ask for it. In this way, the legislation goes beyond providing a social safety net towards guaranteeing the right to employment. Thus, the NREGA marks a paradigm shift from the previous Wage Employment Programmes (WEPs).

Furthermore, the NREGS provides a statutory guarantee of wage employment and thus, is not just a programme. The most important shift is providing statutory base to wage seekers' application for employment. Employment is dependent upon the worker exercising the choice to apply for registration and obtain a Job Card and then to exercise a choice to seek employment through a written application for the time and duration that the worker wants. The Legal Guarantee has to fulfill within the time limit prescribed and this mandate is underpinned by the provision of the unemployment Allowance. The Act is thus designed to offer an incentive structure to the States for providing employment as ninety percent of the cost for employment provided is borne by the Centre, and there is a concomitant disincentive for not providing employment if demanded as the States then bear the double indemnity of unemployment and the cost of the Unemployment Allowance. Earlier wage-employment programmes were allocation-based. NREGA is not supply driven but demand driven. Resource transfer under NREGA is based on the demand for employment and this provides another critical incentive to States to leverage the Act to meet the employment needs of the poor. The public delivery system has been made accountable as it envisages an Annual Report on the outcomes of NREGA to be presented by the Central Government of the Parliament and to the Legislature by the state government.

## **III. The Objectives of NREGA;**

The National Rural Employment Guarantee Act (NREGA) aims at enhancing the livelihood security of people in rural areas by guaranteeing hundred days of wage-employment in a financial year to a rural household whose members volunteer to do unskilled manual work. The objective of the Act is also to create durable assets and strengthen the livelihood resource base of the rural poor. The choice of works suggested in the Act addresses causes of chronic

poverty like drought, deforestation and soil erosion, so that the process of employment generation is maintained on a sustainable basis.

In detail, the main focus of the NREGA is proposed to be as;

1. To supplement employment
2. To regenerate natural resources base of rural livelihood for sustainable development through;
  - ❖ Water conservation,
  - ❖ Land development
  - ❖ Plantation/ a forestation,
  - ❖ Rural connectivity,
  - ❖ Work on individual land of SC/ST/ and the beneficiaries of BPL/IA Y
3. Other supplementary aspects;
  - ❖ To strengthen grass root processes of democracy,
  - ❖ To infuse transparency and accountability in rural governance

#### **IV. The Coverage of the Programme;**

The Act is applicable to areas notified by the Central Government. The programme is that the NREGA will be implemented in rural areas of all the districts in whole country within a stipulated period of five years. In its first phase during the financial year 2006-07, the programme was implemented in 200 districts across the country. During the next second phase in 2007-08, the Act was notified in an additional 130 districts, bringing the total of number of districts covered by NREGA to 330. In these districts, pre-existing wage- employment programmes, the National Food for Work Programme (NFFWP) and the Sampoorna Grameen Rozgar Yojana (SGRY) were merged with NREGA. The remaining 266 districts were notified on 28<sup>th</sup> September, 2007 where NREGA have already been into force w.e.f. 1 April 2008. Presently the programme is being implemented in rural areas of all the districts in the country.

#### **V. Salient Features of the Programme;**

The important salient features of the National Employment Guarantee Programme are as follows;

- ❖ Adult members of a rural household who are willing to do unskilled manual work may apply for registration to the local Gram Panchayat in writing or orally.
- ❖ The Gram Panchayat, after due verification, will issue a Job Card to the household as a whole. The Job Card will bear the photograph of all adult members of the household willing to work under NREGA. The Job Card with photograph is free of cost.

- ❖ A Job Card-holding household may submit a written application for employment to the Gram Panchayat, stating the time and duration when work is sought. The minimum days of employment have to be fifteen.
- ❖ The Gram Panchayat will issue a dated receipt of the written application for employment, against which the fifteen-day guarantee to provide employment operates.
- ❖ Employment will be given within 15 days of putting application for work by an employment seeker.
- ❖ If employment is not provided within 15 days, daily unemployment allowance in cash has to be paid. Liability of payment of Unemployment Allowance is on the States.
- ❖ At least one-third of persons to whom work is allotted have to be women.
- ❖ Wages to be paid according to minimum wages as prescribed under the Minimum Wages Act 1948 for agricultural labourers in the State, unless the Centre notifies a wage rate which will not be less than Rs 60 per day. Presently per day wages to be paid to the workers are fixed at Rs.100 .
- ❖ Disbursement of wages has to be done on a weekly basis and not beyond a fortnight.
- ❖ Panchayat Raj Institutions (PRIs) have been provided a principal role in planning and implementation of the programme.
- ❖ Each district has to prepare a shelf of "Projects." The instrument for providing employment are to be works selected from the list of permissible works. Permissible works under the programme are as follows:
  - Water Conservation
  - Drought Proofing (including plantation and afforestation)
  - Flood Protection
  - Land Development
  - Minor Irrigation, horticulture and land development on lands of SC/ST/-BPL/IAY and Land Reform beneficiaries
  - Rural connectivity

The shelf of projects has to be prepared on the basis of priority assigned by the Gram Sabha. At least 50 percent of works have to be allotted to Gram Panchayats for execution. A 60-40 ratio between wages and materials has to be maintained. Contractors and use of labour-displacing machinery is prohibited at the worksite.

- ❖ Work should ordinarily be provided within a 5 km radius of the village or else extra wages of 10 percent are payable.
- ❖ Work-site facilities such as crèche, drinking water, shade have to be provided.



- ❖ Social Audit has to be done by the Gram Sabha.
- ❖ Grievance redressal mechanisms have to be put in place for ensuring a responsive implementation process.
- ❖ All accounts and records relating to the Scheme are to be made available to any person desirous of obtaining a copy of such records on demand and after paying a specified fee.

The funding for meeting out the expenditure in implementation of the NREGA is proposed to be bear out by both the respective State and Central Governments. However, the Central Government has to bear the costs on following heads of expenditures;

- ❖ The entire cost of wages of unskilled manual workers.
- ❖ Seventy five percent of the cost of material of wages of skilled and semi-skilled workers.
- ❖ Administrative expenses as may be determined by the central government, which will include inter-alia, the salary and the allowances of the Programme Officer and his supporting staff and work-site facilities.
- ❖ Expenses of the National Employment Guarantee Council.

The state government has to bear the costs on the following items:

- ❖ Twenty five percent of the cost of material and wages of skilled and semi-skilled workers.
- ❖ Unemployment Allowance payable in case the State Government cannot provide wage employment on time, within the 15 days of its demand created by labour.
- ❖ Administrative expenses of the State Employment Guarantee Council.

## **VI. The Outcome of the Implementation of the NREGA;**

So far the studies carried out during the past revealed that the employment provided under the NREGA is by and large, seasonal in nature while the rural labour demand for employment during the off season of agricultural operations. In fact the duration of employment provided per household varied significantly between one to other State. The facts also are that all the job card holder households have been not demanding employment in NREGA. As the consequences of these underlined facts there exist a significant differences in the participation rate of rural households in NREGA employment among different states and among the districts within a State.

**i The Country Level Analysis;** It has been claimed that during the last two years of the implementation of NREGA has achieved significant progress in creating additional employment opportunities in rural areas of different districts. It has been reported that 90.5



crore man days employment were created for 2.1 crore households during the first phase of the implementation of this programme in 200 district of the country. Similarly during the second phase of financial year 2007-08, 119.78 crore man days employment was generated for 3.39 crore households in 330 districts who were identified for implementation of NREGA. During the current financial year of 2008-09 a total of 138.8 crore man days employment have been provided to the 3.51 crore households in NREGA in the country up to February 2009.

In terms of the participation of different communities in NREGA works is concerned the participation of women had been 36.79 percent during 2006-07 which further increased to 61.15 percent during 2007-08 and it was 67.68 percent during the third phase in 2008-09. However, among the different state the participation of women in NREGA employment was reported as high as 82 percent in Tamil Nadu followed by 70 percent in Rajasthan while it has been reported at a very low level of 14 percent in Uttar Pradesh followed by 17 percent in West Bengal and 23 percent each in Himanchal Pradesh and Jharkhand. As far as the participation of SC/ST communities in NREGA is concerned, the proportion of household among them who got NREGA employment were as high as 62 percent during 2006-07. Among them the proportion of SC and ST households was 25.30 percent and 36.50 percent respectively. In all the man - days employment generated for SC and ST households were accounted to 44.7 crore and 97.4. crore respectively by December 2009. Similarly, a total of 1015 crore man days employment has been created for women till this date.

In terms of the creation of productive assts under the NREGA is concerned it has been reported that during the first phase of the implementation of program in 2006-07 about 8 lakh works were taken up. Out of them 5.3 works were in the areas of water conservation, harvesting, drought proofing and flood control. During the second phase in 2007-08, nearly 15.05 works were created. Among them 9.54 lakh were in the areas of water conservation and harvesting, irrigation, drought proofing and flood control. However, during the third phase a total number of works taken up till December 2009 were 21.97 lakh. Out of which 7.91 lakh works were completed and remaining 14.06 lakh works were in progress.

Total amount of expenditure made in different heads of the implementation of NREGA in the country was reported at Rs. 8823.35 crore during the first phase, which increased to Rs.10738.47 crore during the second phase and Rs.11646.57 crore during the third phase. The actual expenditure in payment of NREGA beneficiaries accounted to Rs. 5842.37 crore during the first phase, which further increased to Rs.10738.47 during the second phase and Rs.11646.57 crore during the third phase. The share of expenditure on works undertaken for water conservation was highest at 54 percent during first phase but it declined to 49 percent

during second phase and 47 percent during third phase. Other main components of expenditure were the areas of land development and providing irrigation facilities to the land owned by SC/ST/BPL and IAY beneficiaries.

**ii. The State Level Analysis;** As indicated already that in the first phase during 2006-07 the NREGA was implemented in 22 districts of the State. During this first phase 40.04 lakh households were provided the job cards. Among them the proportion of SC households was as higher as 54.67 percent followed by 43.63 percent general castes and lowest at 1.70 percent ST households. However, the proportion of households who demanded employment during this phase was only 66.83 percent. Among them the proportion of households who were provided employment opportunities were over 96 percent. It was further revealed that only a little over 6 percent households were provided the employment opportunity for more than 100 days. On the other hand the participation of women in NREGA employment was 31.25 percent.

During the second phase of financial year 2007-08 another 17 districts were identified for implementation of the NREGA. In this manner the NREGA was implemented in 39 districts of the State during this phase. The job cards were provided to 73.12 lakh households. Out of which 50.65 percent households were constituted among SC and 48.35 percent among general castes and a lowest proportion of 1 percent among ST communities. Again the proportion of job holding households who demanded employment were indicated only 56.13 percent. Among them 99.81 percent households were provided employment opportunities in different works carried out under the NREGA. However, the proportion of women participants in these created employment were remarkably very less as compared to men, accounting for 15.02 percent women as against 84.98 percent men. Infact, the proportion of households who found NREGA employment opportunity for more than 100 days during the financial year of second phase were only 10.64 percent, though the proportion of such households has increased significantly during second phase as compared to what it was during the first phase of the NREGA.

Furthermore, during the third phase of the implementation of NREGA in all the districts of the State it is claimed that 35.44 lakh households were provided NREGA employment opportunities. Person days employment created during this period were accounted for 1568.54 days. The share of SC households in total person days employment has been for 51.8 percent. It was 2.24 percent for ST households and 15.59 percent for women. During this year 254796 works were taken up. Out of which 103349 works were completed and 151447 works were in progress. In this manner the official documents have well supported that the NREGA has been very successful programme in generating additional opportunities for

different communities of people in general and socio- economically disadvantaged groups of people such as SC/ST and women in particular during all the three phases of its implementation in the State.

## **VII. Objectives and Scope of the Present Study;**

The focus of the present study has been centered around to examine the following aspects of NREGA;

- ❖ The key process of and the institutional set up for implementation of NREGA as envisaged in the National Rural Employment Guarantee .Act.
- ❖ Implementation pattern, gaps and problems faced in providing awareness among the people about NREGA provisions & impact of NREGA in creating additional opportunities of employment and livelihood.
- ❖ The issues on wages and its payments, selection of assets created and its need and maintenance, facilities provided at work sites etc.
- ❖ To identify management gaps, problem emerging in different stages of implementation of Scheme and, finally to suggest about the types of strategies to be initiated for properly implementation of NREGA.

More specifically the present study has attempted to examine the following aspects ;

- The administrative preparedness in terms of constitution of State Employment Guarantee Council and framing of rules and regulations, appointment and training of NREGS officials, capacity building of the Panchayati Raj Institutions and mobilization of infrastructure support base.
- The preliminary process related to registration for job cards, job card preparation and distribution, application for work, allotment of work, execution of works.
- The process of wage payment, mode of payment and complaint in wage payment like, siphoning off, delay and leakage in the process.
- The quality of works, durability and usefulness of created community assets, on following parameters:
  - To what extent is the creation of an asset linked to the need of the inhabitants of the place.
  - How does the process of selection and formulation of schemes and preparation of perspective plans relate to local resource requirements.
  - To what extent are local self-governments like Village Panchayats involved in deciding the project.
  - Evaluation of the maintenance of the works created.

- To examine the possibility of linking the works created to the local development work for local infrastructure development.
- The internal corrective mechanisms like social auditing, and the role played by the Local vigilance and Monitoring Committees towards the transparent implementation of the projects. The flow of information that takes place amongst these self governing bodies and the use of such feedback.

### **VIII. Sample Design and the Methodology**

The study has been basically based on primary data obtained through the structured interview schedule among the different stakeholders. However to supplement the primary data on certain aspects the secondary data has also been collected from the documents of different Government departments located at Block, District and State level. The primary data was collected from the following stakeholders and the survey was conducted by administering well structured questionnaires designed for the purpose at the following levels.

- **Village Schedule** was used for collection of village level data/information.
- **Gram Panchayat and Gram Sabha Schedule** was used for obtaining information about the process of implementation of the programme
- **Block level Schedule** was used for the collection of both quantitative and qualitative data regarding the process of NREGS implementation, difficulties, and perception of the programme officers about NREGS.
- **Beneficiary/Households Schedule** (for both beneficiaries and other households those registered for jobs, other workers, small or marginal farmers, educated unemployed, etc) were used for studying the participation pattern, socio- economic characteristics of households, pattern of getting wage payments from undertaking NREGA works, contribution and impact of NREGA in different aspects, difficulty facing in getting job cards, wages and employment, peoples perception about the impact of the introduction of NREGA at household and village level and further scope of the scheme etc.

In addition to the data and other relevant information collected with the help of above-mentioned structured questionnaires, relevant field level data and information was also collected through Focused Group Discussion (FGDs) with the beneficiaries and beneficiaries among womenfolk, youths and different socio- economic groups. Consultations with the prominent persons in the locality like Gram Sabha Pradhans and its members, NGOs and grass-roots social and political workers were also undertaken to supplement information obtained from the field. Discussions were also held with the District Magistrates (DMs), Deputy Development Commissioners (DDCs), District Programme Coordinators (DPCs), Project

Directors, DRDA and other district and block level officials about different issues of the implementation of the NREGA in their respective areas.

### **IX. Selection of Stake holders;**

The State of Uttar Pradesh is divided into four planning regions i.e. Western, Central, Eastern and Bundelkhand region. The regions are further divided into nine agro-climatic zones. In the process of the identification of sample districts for the purpose of present study we firstly grouped these agro-zones into four planning regions. Since the study was proposed to be carried in four districts wherein the NREGA was introduced during the first phase. During the first phase the NREGA was implemented in 22 districts of the State. Therefore, the study had randomly identified four districts from four different regions. We also decided to include two developed and two backward districts in the sample. Based on certain socio-economic indicators we selected Hardoi and Kheri Lakhimpur among the developed districts representing Central and Tarai and bhabar agro -zone respectively and Chandauli and Chitrakoot among the backward districts representing Bundelkhand and Eastern agro-zones respectively.

Thereafter information of certain indicators of the implementation of NREGA was collected for all the blocks in each sample district. And then, based on the calculated composite index of all the indicators of the performance of NREGA implementation for each blocks a sample of one best performing block and one worst performing block was selected from each of the district.

The type of procedure as adopted for the selection of Blocks was also adopted in the selection of the sample Village Panchayats. In all we selected two best performing Village Panchayats from the best performing Block and two worst performing Village Panchayats from worst performing Block in each of the district. Thereafter the helms were formed in each Village Panchayats if the population of concerned G.P. was exceeding to 1600 and above. Otherwise the whole GP was considered as the sample unit. Finally the listing of all the existing households in the sample village/hamlet was undertaken through making door to door visit and then the sample of proposed beneficiary and non- beneficiary households was identified among the given four stratum groups of households.

Finally the study covered 20 beneficiary and 15 non-beneficiary households from each of the sample Gram Panchayat. All together the study has covered a sample of four district, eight Blocks – four best performing and four worst performing blocks, sixteen Gram Panchayats- eight best performing and eight worst performing G.P., 560 households- 320 beneficiary and 240 non-beneficiary households..

In the context of assessing the prevailing awareness among the beneficiaries in terms of various provisions including the provision of social audit, responsibilities of Gram Sabha, knowledge information sources used in bringing awareness among people about the various provisions laid down under the NREGA, pattern of the implementation of NREGA, sustainability of assets created at work sites, perceptions on the impact of NREGA on rural economy and major problems emerging in proper implementation of the programme etc, we had held the discussions with the beneficiaries and non –beneficiaries through organizing them into groups in each of the sample GP./Hamlet. In addition, implementation pattern of NREGA, facilities made available, access to employment and wages, regularity maintain in payments of wages and other provisions as laid down under the NREGA were also evaluated through spot verification at the worksite of each sample GP./Hamlet. In this manner the study had covered at least one work site and organized one focus group discussions in each of the sample village.

#### **X. Details of Sample Districts, Blocks and Village Panchayats**

Following are the details of the sample of Districts, Blocks and Gram Panchayats covered in the present study;

Sl.No.	District	Block	Sample G.P.
1.	Hardoi	Behder	Dularpur
			Rasulpur Babhhanam
		Todarpur	Kaimi
			Kamalpur
2.	Kheri Lakhimpur	Mohmmadi	Sarvangpur
			Dulhapur Chaube
		Mitauli	Murasa
			Mitauli
3.	Chandauli	Chahaniya	Khandwari
			Derwakalla
		Niyamtabad	Ratanpur
			Katesar
4.	Chitrakoot	Karvi	Baswara
			Tambani
		Ram Nagar	Dadoura
			Ram Nagar



## **CHAPTER II**

### **CHARACTERISTICS AND GENERAL FEATURES OF SAMPLE AREAS**

#### **A. Socio – Economic Profile**

The study has further attempted to present the emerging situation in socio – economic development in sample areas, across the sample districts and at the State level. The State and district level analysis is based on secondary data obtained from the documents of different State Government Departments while the data obtained from the selected sample of Gram Panchayats for the purpose of present study has been used for presenting the sample areas level of analysis.

#### **I. State and Sample Districts Level Analysis;**

##### **i. Structure of Economy**

Uttar Pradesh, constituting a largest state in terms of its size of population and geographical coverage has been well recognized as a most backward state in India. Its backwardness can be well visualized in terms of prevailing situation of sharp imbalances in per capita income, level of poverty, population growth, birth and fertility rates, literacy infant mortality and death rates, life expectancy across the districts and the growth pattern in economy across its regions and in comparison to rest of the States in the country. The agricultural and its associated activities have been forming the economic base and the main sources of employment and livelihood of population in the state. The overall economy of the state has grown at the rate of 5.7 percent during Fifth Plans which in fact picked up to 8.7 percent during Sixth Plans but, it started declining sharply thereafter and, gone down to 2.0 percent points during the Ninth Plans, though Tenth Plan showed some recovery as the rate went up to 5.3 percent but it was only about two third of the national growth rate. The primary sector has been contributing nearly one third proportion in the state economy but its share has also been considerably declining over the years. The share of commodity sector in the economy of the state has also been declined from 67.6 percent in 1980-81 to 53.4 percent during 2005-06. (Singh 2007)

The economy of the state has been predominantly agrarian, which contributes 37 percent income and provide employment to 66 percent workforce in the state. But its contribution in the economy as well as in providing employment opportunities in the state has also been again



narrowing down during the recent past. As a result it has been well acknowledged that the capacity of agriculture sector by itself can not ensure productive employment to the additionally increasing labourforce and income for sustaining livelihood for households in rural areas of the state (Singh, 1994)

This kind of situation as emerging in terms of narrowing down the potentials of agro-based economy is largely due to the facts that the agriculture has been in the throes of a crisis since the early nineties. Despite the facts that the state is endowed with favorable land and water resources and the climate for agriculture. The growth of agricultural output in value terms has remained more or less constant at a little over 2.3 percent per annum in the last two decades with a considerable decline of 5.4 percent during the first two Annual Plans of 1990-90 to 2.07 percent during Eighth Plan (1992-1997) and 2.1 percent during the Tenth Plan (2002-07). The contribution of agriculture and allied sector in the overall growth of the economy of the state continued to decline in the past plan periods. In fact the growth of food grain output in the state slumped from 3.8 percent per annum during the period 1980-81 to 1990-91 to 1.8 percent per annum during 1991-04.

## **ii. Distribution of Land**

The other equally important factors in this context are the inequality prevailing in the distribution of arable land among different communities and increasing fragmentation of holdings and man land ratio. As the consequences of increasing pressure of population on land resources has resulted the decreasing availability of arable land for cultivation per farm household. It has been well visible by the fact that the average size of holding in the state has shrunk to 0.8 hectare. In fact, in 2002-03, 91.12 percent of holdings belonged to marginal and small categories while only 0.15 percent and 2.14 percent holdings were in the category of large and large medium respectively. The surprising facts are also that the marginal and small category of holdings together account for nearly two thirds of the cultivated area in the state. Across the sample districts of the present study the proportion of small and marginal holdings together are as high as nearly 94 percent in Chandauli to closely followed by 93 percent in Hardoi, 90 percent in Kheri Lakhimpur and 82 percent in Chitrakoot. A details regarding percentage distribution of different categories of land holdings among the sample districts has been presented in table 2.1

**Table 2.1. Percentage Distribution of Households by Size categories of land holdings in sample districts**

Category of Holdings	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot
Marginal	79.48	72.61	85.06	61.68
Small	13.50	17.29	8.76	20.44
Semi-medium	5.55	7.81	4.52	10.96
Large Medium	1.40	2.91	1.56	5.69
large	0.08	0.10	0.09	1.24

### **iii. Inequality and Poverty;**

In addition to prevailing scarcity in the availability of arable land for cultivation among the farm households there exist a larger differences in the distribution of land among different social groups of households in the state. According to NSS 61 Round Report, the distribution of rural households in UP by size class of cultivated land during the year 2003-04 revealed that, there are a very large proportion of 50.4 percent scheduled caste and 36.4 percent schedule tribe households lacking any land for cultivation while the proportion of such households in the state accounted for only 28.2 percent. On the other hand, the proportion of households falling in the category of landless, small and marginal size category of land holdings are accounted for 98 percent among the schedule caste followed by 93 percent other backward caste and 91.3 percent schedule caste as against 86.60 percent among the general caste households.

The outcome of all these facts are further well visualized in terms prevailing poor condition of farm households and a high level of poverty incidence in rural areas of the state. The recent NSS survey on farmers' conditions reveal that monthly household income of a farmer in U.P. in 2003 was only Rs. 1633, out of which only Rs. 836 i.e. slightly less than half came from cultivation, while the wage labour contributed to Rs. 559, i.e. one third. Per capita daily expenditure for farmer households in the state in 2003 was merely Rs.16, much lower than the national average. According to the same survey about 30 percent of farm households were living below the poverty line of Rs. 358 per capita monthly consumption expenditure in 2003. The survey also revealed that 40 percent households in U.P. are indebted. On the basis of head count ratio of poverty estimates for the year 2004-05, the poverty ratio for the state is of course has been declining over the years but it is still 33.12 percent, comprising 33.73 percent in rural areas as against 24.92 percent in urban areas. As compared to national average the poverty ratio stands significantly much higher in the state. The national level poverty ratio accounted for 25.35 percent, 27.12 percent in rural and 24.92 percent in urban areas. But according to the estimates of the Planning Commission the rural poverty in U.P. declined from 42.28 percent in 1993-94 to 31.22 in 1999-00 and 25.3 percent in 2004-05.

However, on the other hand, the share of BPL households in U.P. has increased from 36.94 percent in 1998 to 41.44 percent in 2002. Looking at the absolute number of the poor population, this number has gone down by about 20 million in rest of the country since 1993-94 while in UP it has gone up by about 2 million. Similarly the share of the rural poor has increased from 17.22 percent in 1973-74 to 22.65 percent in 2004-05 in U.P. In fact the poverty density in U.P. has also been increased from 1.002 points in 1973-74 to 1.230 points in 2004-05.

Although, the unemployment rates in U.P. have been historically remained low as compared to the national average. But extreme poverty forces people to engaged in any kind of economic activity even it is low paying. As per NSS Report un -employment rates were reported at 0.9 percent among the labourforce in rural areas and 4.1 percent in urban areas during the mid – fifties. These rates are not much different from those of unemployment rates estimated by UPS as reported by NSS for 1993-04 at 1.2 percent and 3.4 percent of the labourforce in rural and urban area respectively.

#### **iv. Structure of Employment;**

As indicated already that agriculture and allied activities have been employing a bulk of labourforce but over the years, the concentration of workers in this sector has been remarkably declining and its shift can be well visualized in non agricultural activities especially in service sector employment in the state. According to different census records the proportion of labourforce engaged in agricultural sector together as cultivators and agricultural labours were 77.3 percent in 1971 which declined to 74.5 percent in 1981 and it remained to 65.9 percent in 2001. According to census 2001 the work participation rate in the state is 32.5 percent, 46.8 percent among men and 16.5 percent among women. Across the sample districts the corresponding ratio accounted as high at 42.3 percent in Chitrakoot to lowest at 31.4 percent in Kheri Lakhimpur . Further it depicted that there exist a larger difference in work participation ratio between men and women among all the districts but it is relatively lower in Chitrakoot where the ratio for women is 36.1 percent as against 47.7 percent for men.

Looking at the concentration pattern of rural labourforce in different economic activities the analysis presented in Table 3.3 revealed that the dependency of population in agriculture sector in almost the sample districts except in Chandauli is appreciably much higher than in other districts of the state . Since the proportion of workforce concentrated in agriculture sector for employment together in the capacity of self employed and wage- paid worker are ranging from the highest point of nearly 80 percent in Hardoi, closely followed by 79 percent in Kheri Lakhimpur as against the state average of 62 percent. Among the workforce who are employed

in agriculture sector as self employed are ranging from the highest of 65 percent in Hardoi to lowest of 37 percent in Chandauli. The proportion of labourforce depending on agricultural wage paid employment for livelihood is 12 percent to 14 percent across the sample districts as against the state average of 15 percent.

Table 2.2. Structure of Employment and Work Participation

Sl	Indicator	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	U.P.
1	Work Participation Rate by Sex					
	Total	32.3	31.4	32.1	42.3	32.5
(i)	Men	51.1	51.1	44.3	47.7	46.8
(ii)	Women	10.0	18.9	18.9	36.1	16.5
2.	Percentage share of Workers in Different Occupations					
(i)	Cultivator	65.35	60.89	36.84	61.91	46.98
(ii)	Agriculture Labor	14.33	18.23	20.71	17.29	15.14
(iii)	Others	20.12	20.88	42.45	20.80	37.88
	Total	100.00	100.00	100.00	100.00	100.00

Source; Census of India, 2001.

Further looking at the social group wise occupational structure of workforce of rural households it depicted that a majority of nearly 68 percent households in the state has secured employment available in farm and non-farm sectors. Among them nearly half of the households are engaged in agriculture sector as self employed. The proportion of households engaged in farm sector together as self employed and wage earner accounted for 62.9 percent. However the proportion of households who have secured employment in rural areas are indicated highest at 74.8 percent among other castes, closely followed by 74.3 percent OBC while a little over half of the SC and 42 percent ST households has such opportunity. Again, the proportion of households engaged

Table 2.3; Distribution of Households by Occupational Structure of Employment

Sl.	Occupation	Percentage of households by Occupation				
		SC	ST	OBC	Others	All
1	<b>Self Employed</b>					
	Agriculture	33.8	26.3	53.9	58.1	49.2
	Non- Agriculture	16.3	15.3	20.4	16.7	18.5
	Total	50.1	41.6	74.3	74.8	67.8
2	<b>Wage Labour</b>					
	Agriculture	23.9	27.4	11.0	6.5	13.7
	Non- Agriculture	18.4	18.1	7.0	2.4	9.2
	Total	42.3	45.5	18.0	9.0	22.8
	Others	7.6	12.8	7.7	16.2	9.3
3	<b>Grant Total</b>	100.00	100.00	100.00	100.00	100.00

Source; NSS 61 Round, Report No. 516; Employment and Unemployment Situation Among Social Groups in India; 2006.

in agricultural activities as self employed accounted on the similar order of highest at 58 percent from other castes to lowest at 26.3 percent from ST households. On the other hand a bulk of households from both ST and SC communities are depending on rural wage paid employment available in farm as well as non-farm economies for their livelihood..

#### v. Demographic and Social Structure;

On the basis of various social indicators the state of Uttar Pradesh has also been recognized one of the most backward stats in India. Both the density of population as well as growth of population in the state has been noted quite high as compared to the national average. The population in state has been growing at the rate of 2.59 percent per annum as compared to 2.15 percent at national level during last decade. The sex -ratio as measured by the population of female per 1000 males is 898 while it is much higher than the state average of 922 in Chandauli, otherwise it stands lower than state average in other sample districts. Literacy rate accounted for 56.27 percent in the state as against 64.80 percent at the national level. However number of junior basic schools per lakh of population are relatively higher at 74 than the national average of 73 schools Again the reversal is the situation in terms the accessibility of senior basic schools. But the student teacher ratio in both junior and senior basic schools is much higher in the state than at the national average.

Table 2.4. Sex Ratio and Literacy in the State and Sample Districts.

Indicator	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	U.P.
1.Sex Ratio	844	871	922	873	898
2. Literacy Rate by Caste					
Total	51.9	48.4	59.7	65.0	56.3
General	55.8	51.4	63.9	68.3	58.9
Schedule Caste	43.2	39.9	46.3	55.4	46.3
Schedule Tribes	37.1	41.0	19.7	100.0	35.1

Source; Census of India,2001.

Across the sample districts the proportion of literate population is recorded higher than the state average in Chitrakoot and Chandauli where it stands 65 percent and 60 percent respectively while it is less than state average in other two districts. However, the literacy rates of women are lagging far behind to their men counterpart in each of the sample districts. Across the different social groups the proportion of literates are significantly highest at 59 percent among general caste followed by 46 percent SC and 35 percent ST population. At the district level also the literacy rates of both SC and ST population are revealed at much lower order than the general caste population except in Chitrakoot where the ST population has achieved 100 percent literacy. Also, the proportion of literates among ST are less than the SC population in all the sample districts except in Chitrakoot.

Table – 2.5: Demographic Pattern in Sample Gram Panchayats

Demographic Pattern	Hardoi	Kheri Lakhimpur	Chandaul	Chitrakoo	All
(i) No. of Gram Panchayats	4	4	4	4	16
(ii) No. of Households	1800	5450	2020	1382	9652
(ii) Average No. of Revenue Villages Per G.P.	2.00	2.50	1.25	1.75	1.88
(iii) No. of Households per G.P.	450	1363	505	245	640
(iv) Size of Population per G.P.	2575	8025	2311	1339	3562
(v) Share of S.C .Population	45.81	35.75	44.76	33.50	39.95
(vi) Share of S.T. Population	0.31	-	-	3.09	0.75
(vii) Share of other Caste Population	53.88	64.25	55.24	63.41	59.30

## II. Socio- Economic Profile of Sample Areas;

Following part of analysis in relation to socio –economic profile of Gram Panchayat is based on required information obtained from the different documents of Gram Panchayats and local Government Officials and through conducting the household survey of all the 3590 existing households in 16 Gram Panchayats, comprising 4 Gram Pachayats in each of the sample district.

### i Demographic Structure

As indicated earlier the present study covered four Gram Panchayats from each of the sample district in the State. On an average the number of revenue villages per Gram Panchayat were 1.88 while their number was relatively higher in Kheri Lakhimpur at 2.5 villages. Number of households for all 8 Gram Panchayat together were 9652. Average number of households per G.P. were found much higher at 1363 households in Kheri Lakhimpur while it averages to 640 households together for all sample districts. Again the size of population per G.P. has been registered relatively large in Kheri Lakhimpur than in other districts. This could be largely due to the concentration of a very large size of minority and other disadvantaged group of population in the concerned district than in remaining districts. The percentage share of other general caste of population was reported in majority in each of sample districts while the proportionate share of S.C. population accounted ranged between 34 percent to 46 percent across the districts. The ST households were very negligible in number which were even concentrated only in Hardoi and Chitrakoot.

39269

### ii. Category of Households According to Size of Farms

There was a extent of inequality in the distribution of arable land for cultivation among the household in sample Gram Panchayats and within the sample district. In fact over 70 percent of the households were noted as Marginal and Small farmers and their proportion reaches as larger as 92 percent in Hardoi followed by 86 percent in Kheri Lakhimpur. The landless households were largely concentrated in Chandauli which were reported mainly as



migrant households arrived in the district from Bangladesh. However, the proportion of landless and large land holding categories of households were almost the same to about 14 percent in the sample areas. Across the districts level the later category of households were highest at 27 percent in Chitrakoot where the actual land brought out under cultivation in general and double cropped land generally remains much less than in other sample districts because of the availability of inadequate irrigation facility and being the land very less fertile in nature.

Table 2.6. Category of Households by Size of Farms.

Category of Farm Households	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
(i) Proportion of Landless Households	5.33	3.50	39.00	5.67	14.27
(ii) Proportion of Marginal Farm Households	21.75	42.5	27.46	40.61	33.08
(iii) Proportion of Small Farm Households	70.50	43.5	33.93	28.48	44.10
(iv) Proportion of other category of Farm Households	5.25	12.5	11.39	26.66	13.95

Table2.7. Characteristics of Land (Area in acres)

Characteristics of Land	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
(i) Net sown area-Total	1984.807	4650	1413.166	7366.424	15414.397
% to total area	70.45	67.19	75.09	74.49	71.37
(ii) Total Area	2817.002	6921	1881.957	9889.31	21599.269
(iii) Irrigated Area-	1899.393	4410	1141.171	3758.843	11509.407
% to net sown area	95.70	94.84	80.75	51.03	74.67
(iv) Area sown more than once—Total	1718.253	3710	964.88	1130.533	7523.666
% to net sown area	86.57	79.78	68.28	15.34	48.81
(v) Area Irrigated more than once-Total	1096.865	4050	1014.88	882.471	7244.216
% to net sown area	55.26	87.09	71.82	11.98	46.99

### iii. Land Utilisation

Looking into the utilization pattern of available land in sample districts the analysis revealed that a very high proportion of over 71 land area was used for cultivation of different crops. Even a large part of 75 percent net sown land areas has the facility of irrigation. In fact the percentage irrigated area constituted as high as 96 percent in Hardoi which was closely followed by 95 percent in Kheri Lakhimpur while it was lowest at 51 percent in Chitrakoot. Nearly one half of the cultivated land was constituted as double cropped area which was again very low at 15 percent in Chitrakoot as against 87 percent in Hardoi and 80 percent in Kheri Lakhimpur. The area irrigated more than once also stood very high at 12 percent in Chitrakoot while it averages at 47 percent for all districts together. On the whole the irrigation facilities in two agriculturally developed districts of Kheri Lakhimpur and Hardoi are well developed while such facility is largely lacking in remaining districts.

**Table 2.8. Average Land Per Household by its Utilisation**  
(Per household in acre)

Land	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
Total Land	4.36	6.66	1.72	12.24	6.02
Cultivated Land	3.07	4.48	1.29	9.17	4.29
Irrigated Land	2.97	4.73	1.04	4.64	3.26
Double Crop Land	2.66	3.57	0.88	1.40	2.10

#### iv. Distribution of Land

A larger extent of inequalities was further found prevailing in the distribution of cultivated land among the households in sample districts though average size of land available per household in all sample districts together seems to be quite significant in terms of sustaining livelihood of rural households. Both, accessibility to cultivated land and irrigated land per household in Chandauli was found at much lower order than in remaining districts. While the land available for cultivation per household in Chitrakoot was reported highest among all the districts. But the quality of land in this district has been recognized very poor than in the other districts. It is well depicted by the fact in spite of 4.64 acre per household irrigated land available for cultivation only 1.40 acre per household has been reported as double cropped area. In both the agriculturally developed districts average size of cultivated land, irrigated land and double crop area available per farm household was indicated very significant. Even a very large part of arable land has been considered as the double crop area because of having better access to irrigation facility in both the districts than in other districts.

**Table 2.9. Area Under different crops (area in acres)**

Area Under different crops (Area in acres)	Hardoi	Lakhimpur Kheri	Chandauli	Chitrakoot	All
(i) Paddy	1290.501 (40.82)	2410.00 (36.96)	818.229 (34.43)	289.990 (4.40)	4808.720 (25.78)
(ii) Jowar/Bajara	12.604 (0.40)	21.361 (0.33)	207.410 (8.73)	2837.680 (43.03)	3079.055 (16.51)
(iii) Maize	54.845 (1.73)	61.210 (0.94)	12.350 (0.52)	71.100 (1.07)	199.505 (1.07)
(iv) Wheat	1300.069 (41.12)	2915.000 (44.70)	968.056 (40.74)	2127.810 (32.26)	7310.935 (39.19)
(v) Barley	3.166 (0.10)	251.210 (3.85)	4.000 (0.17)	1007.810 (15.28)	1266.186 (6.79)
(vi) Sugarcane	500.000 (15.82)	631.230 (9.68)	210.000 (8.83)	- (0.00)	1341.230 (7.19)
(vii) Gram/Masur	- (0.00)	231.000 (3.54)	156.231 (6.57)	261.000 (3.96)	648231 (3.47)
Total Area	3161.185 (100.00)	6521.011 (100.00)	2376.276 (100.00)	6595.390 (100.00)	18653.862 (100.00)

## v. Cropping Pattern

The crops such as paddy, wheat and jowar/bajra have been noted as the main food crops grown in sample Gram Panchayats. However a highest proportion of over 39 percent area is used for growing wheat followed by 26 percent area under paddy and 17 percent under jowar/bajara. Across the districts the area put under the wheat accounted highest at 45 percent in Kheri Lakhimpur and lowest at 32 percent in Chitrakoot

However there existed larger variation in using land under paddy across the districts, which varies highest from 41 percent in Hardoi to lowest at 4 percent in Chitrakoot. A significant proportion of land area ranging between 16 percent to 9 percent is being put under growing of various commercial crops like sugarcane in the districts other than Chitrakoot while pulses are grown in all the districts.

Table. 2.10: Distribution of Households by their Occupation

Occupation	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Agri-Self Employment	1618 (89.89)	5098 (93.54)	1323 (65.50)	924 (66.86)	8963 (92.86)
Agri Labour	695 (38.61)	910 (16.70)	163 (8.07)	241 (17.44)	2509 (25.99)
Migrant Labour	308	671	276	177	1432
Migrant Labour (Agri. and Non-Agriculture)	178 (9.89)	480 (8.81)	576 (28.51)	132 (9.55)	1366 (14.15)
Non-Agriculture Labour	66 (3.67)	460 (8.44)	630 (31.19)	142 (10.27)	1298 (13.45)
Total Household	1800 (100.00)	5450 (100.00)	202 (100.00)	1382 (100.00)	9652 (100.00)

Note: Percentages are based on total number of households representing each district.

Source: Gram Panchayat

## vi. Livelihood of Households

The labourforce of rural households in sample areas have been depending on more than one occupations for their livelihood. Out of 9652 households a high majority of nearly 93 percent were engaged in agricultural activities as self employed in addition to in other activities. However the proportion of such households was lowest at nearly 66 percent both in Chandauli and Chitrakoot. A second majority of 26 percent households were also engaged in agriculture as labourers. The proportion of households depending for their livelihood on income earned by undertaking migration constituted nearly 17 percent. Another, about 21 percent households were also supplementing their livelihood through income earned from non-farm sector employment.

Table 2.11: Occupation for Livelihood of Households by Caste.

Caste	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(i) H.H. depending on Agriculture as self employment</b>					
(a) SC	679 (41.97)	2216 (43.47)	227 (17.16)	314 (33.98)	3436 (38.34)
(b) ST	- (0.00)	- (0.00)	- (0.00)	- (0.00)	-
(c) BC	448 (27.69)	1730 (33.93)	790 (59.71)	372 (40.26)	3340 (37.26)
(d) Others	491 (30.35)	1152 (22.60)	306 (23.13)	238 (25.76)	2187 (24.40)
Total	1618 (100.00)	5098 (100.00)	1323 (100.00)	924 (100.00)	8963 (100.00)
<b>(ii) H.H. Depending on Agriculture as Wage employment</b>					
(a) SC	376 (54.10)	491 (53.96)	122 (74.85)	169 (70.12)	1158 (57.64)
(b) ST	4 (0.08)	- (0.00)	- (0.00)	5 (0.18)	9 (0.11)
(c) BC	177 (25.47)	292 (32.09)	41 (25.15)	59 (24.48)	569 (28.32)
(d) Others	142 (20.43)	127 (13.96)	- (0.00)	13 (5.39)	282 (14.04)
Total	695 (100.00)	910 (100.00)	163 (100.00)	241 (100.00)	2009 (100.00)
<b>iii. Households Depending on wage employment of Migration</b>					
SC	135 (943.83)	295 (43.96)	73 (26.45)	49 (27.68)	552 (38.55)
ST	-	-	-	-	-
BC	122 (39.61)	280 (41.73)	113 (40.94)	102 (57.63)	617 (43.09)
Others	51 (16.56)	96 (14.31)	90 (32.61)	26 (14.69)	263 (18.37)
Total	308 (100.00)	671 (100.00)	276 (100.00)	177 (100.00)	1432 (100.00)
<b>(iv) Households Depending on Non-Agriculture Self Employment.</b>					
(a) SC	109 (61.24)	55 (11.46)	63 (10.94)	41 (31.06)	268 (19.62)
(b) ST	- (0.00)	- (0.00)	- (0.00)	- (0.00)	- (0.00)
(c) BC	60 (33.71)	375 (78.13)	289 (50.17)	60 (45.45)	784 (57.39)
(d) Others	9 (5.06)	50 (10.42)	224 (38.89)	31 (23.48)	314 (22.99)
Total	178 (100.00)	480 (100.00)	576 (100.00)	132 (100.00)	1366 (100.00)
<b>(v) Households Depending on Non-Agriculture Wage Employment</b>					
(a) SC	25 (37.88)	171 (37.17)	223 (35.40)	79 (55.63)	498 (38.37)
(b) ST	- (0.00)	- (0.00)	- (0.00)	- (0.00)	- (0.00)
(c) BC	34 (51.52)	215 (46.74)	324 (51.43)	39 (27.46)	612 (47.15)
(d) Others	7 (10.61)	74 (16.09)	83 (13.17)	24 (16.90)	188 (14.48)
Total	66 (100.00)	460 (100.00)	630 (100.00)	142 (100.00)	1298 (100.00)

Source: Gram Panchayat

As far as the distribution of different castes of households according to their dependency pattern on different activities is concerned it indicated that out of 8963 households who are depending on agriculture as self employed for livelihood over one third proportion of them were among SC and BC communities. However the corresponding proportion was highest at 60 percent for BC households in Chandauli followed by 43 percent for SC households in Kheri Lakhimpur while none of the ST households was engaged in agriculture sector as self employed. Wage employment as the source of livelihood was reported by over half the proportion of SC households followed by 28 percent BC household and a lowest proportion of 0.11 percent ST households. The proportion of SC households depending on agricultural wages for their livelihood reaches to as high as 75 percent in Chandauli and 70 percent in Chitrakoot. Among the households who were depending on the income generated through undertaking migration of its family members were again highest at nearly 45 percent from SC followed by 29 percent from Other castes of households. The households engaged in non-agricultural activities as self employed were highest among the BC communities and the concentration of households in this sector was as high as 79 percent in Kheri Lakhimpur for BC household and it closely followed by 61 percent SC households in Hardoi. The proportion of household depending on wage employment for livelihood were largely among BC followed by SC households in almost the districts.

The contribution of income generated through undertaking migration of family members was reported in case of a large number of 1432 households in sample areas. Among them the proportion of households stood highest at 43 percent for BC followed by 39 percent for S.C. households. Across the sample districts the contribution of migration in livelihood accounted highest in case of 58 percent for B.C in Chitrakoot and 44 percent for S.C. in Hardoi. Thus it depicted the fact that the sample households were depending on a number of sources of income for their livelihood. Even a very high majority of households, especially BC and SC households has opted to motivate its working family members to migrate outside villages to contribute for their livelihood.

### **vii. Industrial Activities and Size of Employment**

The districts covered in the study have been recognized very backward as far as the industrial development in these districts was concerned. At the village level only two agro-based industries, one each in Hardoi and Kheri Lakhimpur were operating. However, the industry operating in Hardoi was very small while the other unit in Kheri Lakhimpur was relatively large. As the size of workers employed in the unit located in former district was 3

workers as against 100 workers in the unit located in latter district. Average daily wages of worker in the unit located in Hardoi were reported Rs. 150 and it were Rs.70 in the unit located in Kheri Lakhimpur.

As far as the expansion pattern of industries within ten kms. from the villages was concerned there was only one agro- based unit operating in Chitrakoot only. The size of employment provided in concerned unit was only 25 workers, comprising of 10 male and 15 female workers. Average daily wages of workers in the concerned unit were estimated to Rs.80 for both men and women workers.

### viii. Status of Migration

Since a significant proportion of different community households owned at least some land for cultivation the labourforce from these households migrate outside villages to work mainly in non-farm activities during the off agricultural operations. Therefore the nature of migration of a very large proportion of over 89 percent migrant was reported as seasonal. The proportion of such migrants was noted as high as 92 percent from Kheri Lakhimpur closely followed to 90 percent from Chandauli. However, among the migrants moving out for annual basis accounted to the extent of 23 percent from Chitrakoot to 8 percent from Kheri Lakhimpur

Table 2.12 (i)- Migration Status of Family members

Nature of Migration					
Nature of Migration	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Seasonal	269 (87.34)	620 (92.40)	249 (90.22)	137 (77.40)	1275 (89.04)
Annual	39 (12.66)	51 (7.60)	27 (9.78)	40 (22.60)	157 (10.96)
Total	308 (100.00)	671 (100.00)	276 (100.00)	177 (100.00)	1432 (100.00)

Source Gram Panchayat

In spite of the fact a very high proportion of households reported that the nature of migration of their family members happen to be for shorter duration. But, a significant proportion of this category of family members migrate on contract basis during every year. Hence, the proportion of contract migrants stood relatively less than the seasonal migrants. The proportion of contract migrants was only a little over 16 percent, ranging a highest proportion of 27 percent in case of Chandauli to lowest at 10 percent in Hardoi while the casual migrants accounted as high as 89 percent in case of each Chitrakoot and Hardoi.



Table 2.12 (ii). Type of Migration

Type of Migration	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Casual	276 (89.61)	562 (83.76)	202 (73.19)	157 (88.70)	1197 (83.59)
Contract	32 (10.39)	109 (16.24)	74 (26.81)	20 (11.30)	235 (16.41)
Total	308 (100.00)	671 (100.00)	276 (100.00)	177 (100.00)	1432 (100.00)

Source; Gram Panchayat

Looking at the mode of migration the family members of the households has been largely migrating alone leaving their entire family at the native place Only a little over 10 percent and 9 percent migrants were moving outside villages with their wife and with family respectively. Across the districts the mode of migration of people has also been recorded at similar order in case of which migrating with family and with wife. However, the family members migrating alone were ranging highest from 86 percent from Chandauli to lowest at 73 percent from Chitrakoot.

Table 2.12 (iii). Mode of Migration;

Mode of Migration	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
With Family	39 (12.66)	50 (7.45)	22 (7.97)	21 (11.86)	132 (9.22)
Husband Wife	32 (10.39)	70 (10.43)	18 (6.52)	26 (14.69)	146 (10.20)
Alone	236 (76.62)	548 (81.67)	236 (85.51)	130 (73.45)	1150 (80.31)
With Children	1 (0.32)	3 (0.45)	- (0.00)	- (0.00)	4 (0.28)
Total	308 (100.00)	671 (100.00)	276 (100.00)	177 (100.00)	1432 (100.00)

#### ix. Pattern of Carrying More Work than in Relation to Purchase of Food

The family members were doing more work in relation to purchase of food mainly during the months of lean agricultural work months of January, February and March in the winter season and after completing the work of kharif season in the month of September. However, only the people in only one village in Hardoi were found doing more work throughout the year. Such was not in case of other districts.

Across the districts, in comparison to the purchase of food the in- migration of people was noted more in the months of September, November and August in a majority of villages, particularly in economically more developed districts as Hardoi and Kheri Lakhimpur than in less developed districts as Chandauli and Chitrakoot. Similarly, the out-migration of people for

seeking employment was also take place relatively more after the completion of agricultural operation during the months of September, October and November. But, despite being well developed district the people from Hardoi were largely migrating outside their villages during these months.

Table 2.13. Exceeding work and Migration than Purchase of Food in different Months by Households

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(i) Months of Excess work</b>					
January	2	2	3	3	10
February	2	2	2	3	9
March	2	2	-	3	7
April	1	1	-	1	3
May	1	-	-	1	2
June	1	-	-	1	2
July	1	2	3	-	6
August	1	3	4	-	8
September	4	3	4	-	11
October	4	-	1	-	5
November	4	2	1	1	8
December	2	2	-	2	6
<b>Months of in- Migration</b>					
January	-	2	1	1	4
February	-	2	-	1	3
March	-	2	-	1	3
April	-	-	-	-	-
May	-	1	-	-	1
June	-	1	-	-	1
July	1	2	1	1	5
August	1	3	1	1	6
September	3	3	1	1	8
October	2	1	-	-	3
November	3	2	1	-	6
December	2	2	-	1	5
<b>Months of Out-Migration</b>					
January	-	-	-	-	-
February	-	-	1	-	1
March	-	-	-	-	-
April	-	-	-	-	-
May	-	-	-	-	-
June	-	-	-	-	-
July	-	-	-	-	-
August	-	-	-	-	-
September	2	-	1	-	3
October	2	-	-	-	2
November	2	-	-	-	2
December	1	-	-	-	1

## x. Rural Labour Market

There existed a larger inequality in the prevailing wage rates for men and women workers across the districts and wages paid during peak and lean agricultural seasons. Even there has been a significant increase in wages offered to both men and women workers in both the agricultural seasons in all the districts. Between the period 2006-07 and 2007-08, the wage rates were increased more sharply during the lean agricultural season than during the peak agricultural season both in undertaking agricultural and non- agricultural works but more sharply in latter category of works. Also, the wage rates for women were increased at higher pace than the wage rates for men in both the sectors in almost the districts. There had been an increase of 37 percent and 29 percent in the wage rates for men and women respectively in agricultural work during the peak season.

Table 2.14. (a) Wage Rates by Work During 2007-08.

(in Rs.)					
Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(1) Agricultural Work</b>					
<b>(a) Men</b>					
Peak Season	78	63	77	90	77
Lean Season	65	55	76	85	71
<b>(b) Women</b>					
Peak Season	65	33	73	83	63
Lean Season	55	28	73	82	59
<b>(c) Children</b>					
Peak Season	12	10	- (0.00)	- (0.00)	11
Lean Season	10	10	- (0.00)	- (0.00)	10
<b>(2) Non-Agricultural Work</b>					
Men	65	33	90	90	69
Women	40	33	90	83	58
Children	13	- (0.00)	- (0.00)	- (0.00)	13

Table 2.14 (b). Wage Rates by Work During 2006-07

(in Rs.)					
Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(1) Agricultural Work</b>					
<b>(a) Men</b>					
Peak Season	55	50	60	55	55
Lean Season	43	55	60	46	51
<b>(b) Women</b>					
Peak Season	50	25	58	51	46
Lean Season	37	23	58	46	41
<b>(c) Children</b>					
Peak Season	10	8	- (0.00)	- (0.00)	9
Lean Season	8	8	- (0.00)	- (0.00)	8
<b>(2) Non-Agricultural Work</b>					
Men	50	25	83	62	55
Women	40	25	83	51	46
Children	10	13	- (0.00)	- (0.00)	11

#### xi. Access to Infrastructural Facilities

Dealing with the availability pattern of different basic facilities and amenities of life at the Gram Panchayat level it revealed that the facility of ration shop and safe drinking water has been provided in all the Gram Panchayats. Also the Panchayat Sevak, Field assistant and project shelf under the NREGA has been provided in all the G.Ps. In terms of the facility of different levels of educational facilities a highest proportion of 94 percent G.Ps .has the facility of junior basic schools while the senior basic and high school level of educational facility is available in 56 percent and 44 percent Gram Panchayats respectively. Even after the initiation of SSA programme for last nine years the facility of junior basic schools has been provided in only 75 percent G.Ps. in Chitrakoot while the same facility was access to all the G.Ps in Hardoi, Kheri Lakhimpur and Chitrakoot and 25 percent G.Ps in each Kheri Lakhimpur and half of the G.Ps in Hardoi and 75 percent G.Ps in Chitrakoot are lacking the facility of senior basic schools. More than half of the G.Ps has the facility of Panchayat Bhavan, Aangan Bari, Pucca roads, Electricity and Computer. But the facility of commercial banks is lacking in almost the GPs except in Hardoi. Most disadvantage position of Gram Panchayats was found in terms of lacking facility of co-operative societies, post offices, primary health centers, telephone connectivity, agriculture science centre and access to bus and train facility.

Table 2.15. Accessibility of Infrastructural Facilities in Gram Panchayats

Facilities	Hardoi	Kheri	Chandauli	Chitrakoot	All
(i) Panchayat Bhawan	3 (75.00)	3 (75.00)	1 (25.00)	3 (75.00)	10 (62.50)
(ii) Angan Badi	4 (100.00)	1 (25.00)	4 (100.00)	1 (25.00)	10 (62.50)
(iii) Junior Basic School	4 (100.00)	4 (100.00)	3 (75.00)	4 (100.00)	15 (93.75)
(iv) Senior Basic School	2 (50.00)	3 (75.00)	3 (75.00)	1 (25.00)	9 (56.25)
(v) Primary Health Centre	4 (100.00)	1 (25.00)	1 (25.00)	1 (25.00)	7 (43.75)
(vi) Pucca Road	3 (75.00)	4 (100.00)	3 (75.00)	1 (25.00)	11 (68.75)
(vii) Post Office	1 (25.00)	2 (50.00)	3 (75.00)	1 (25.00)	7 (43.75)
(viii) Ration Shop	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)
(ix) Telephone	1 (25.00)	1 (25.00)	3 (75.00)	1 (25.00)	6 (37.50)
(x) Electricity	2 (50.00)	4 (100.00)	3 (75.00)	3 (75.00)	12 (75.00)
(xi) High School	4 (100.00)	1 (25.00)	1 (25.00)	1 (25.00)	7 (43.75)
(xii) Computer	4 (100.00)	4 (100.00)	1 (25.00)	0 (0.00)	9 (56.25)
(xiii) Bank	4 (100.00)	1 (25.00)	1 (25.00)	1 (25.00)	7 (43.75)
(xiv) Co-operative Society	0 (0.00)	1 (25.00)	1 (25.00)	1 (25.00)	3 (18.75)
(xv) Agri Science Centre	0 (0.00)	1 (25.00)	0 (0.00)	0 (0.00)	1 (6.25)
(xvi) Bus/Train Facility	0 (0.00)	2 (50.00)	3 (75.00)	1 (25.00)	6 (37.50)
(xvii) Safe Drinking Water	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)
(xviii) Panchayat Sevak	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)
(xix) Field Assistant	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)
(xx) Project Shelf	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)

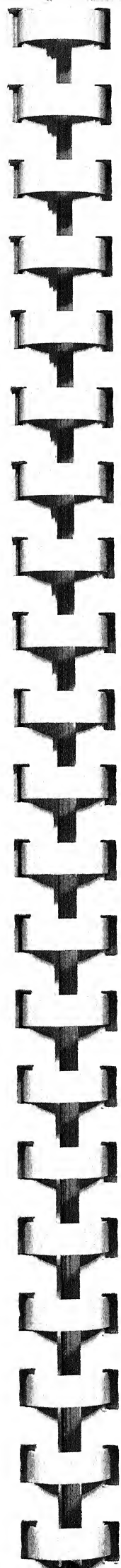
Table 2.16. Details of Existing NGO's in Sample Areas

Particular	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>Details of N.G.O.</b>					
(i) Working of N.G.O.	-	1	2	1	4
(ii) No	4	3	2	3	12
<b>(2) Year of Establishment</b>					
Do not known	-	1	-	-	1
2006	-	-	2	1	3
<b>(3) Area of Work</b>					
(i) Several Village	-	1	2	1	4
<b>(4) Objectives</b>					
(i) Awareness	-	1	-	-	1
(ii) Social Reform	1	-	-	-	1
(iii) SHG	-	-	2	-	2
(iv) Income Generation	-	-	-	1	1
<b>5. Participation in NREGA</b>					
Yes	-	1	-	-	1
No	-	-	2	1	3

### xii. Non- Governmental Organizations

A very small numbers of villages were covered for undertaking different welfare activities by the NGOs in the sample districts. There were only 4 working NGO's comprising one each in Kheri Lakhimpur and Chitrakoot and 2 NGO in Chandauli while there was not any NGO in Hardoi. The year of establishment of these NGO's was not known in case of one NGO working in Kheri Lakhimpur while remaining NGO's were recently formed during 2006. These all the NGO's were working in several villages in the areas of undertaking various social reforms and income generating activities, bringing awareness on various subjects and formation of SHG. Even one NGO in Kheri Lakhimpur has been involved in bringing awareness among people about the objectives and the types of provisions laid down in NREGA in the past..





## **CHAPTER III**

### **INSTITUTIONAL ARRANGEMENTS AND PROCESS OF IMPLEMENTATION OF THE PROGRAMME**

#### **A. INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTATION**

##### **I. State Level Analysis**

The Rural Development Department which is headed by the commissioner rank of officer has been assigned the responsibility for implementation of NREGA in the state. The commissioner is assisted by a full time staff consisted of different categories. At the district level the DRDA Office headed by Chief Development Officer has been coordinating the implementation and supervision of the programme and the District Magistrate has been provided the overall responsibility of implementation of the programme. As per provision every state Government was required to appoint a full time programme officer in each block. But in U.P. no separate officer of this rank has been appointed to look after the process of the implementation of NREGA at the block level. Instead the already appointed Block Development Officer has been assigned the additional responsibility for implementation of NREGA among the exiting Gram Panchayats in concerned Block. Further, we proceed to analyze the prevailing institutional arrangement, process and pattern of the implementation of NREGA at the sample Block and Gram Panchayat level.

##### **II. Block Level Analysis**

The proceeding analysis on the institutional arrangement and process of the implementation of NREGA is based on information obtained among a sample of 8 Blocks selected from the 4 districts, comprising 2 blocks from each district for the purpose of present study.

##### **(i) Institutional Structure**

The program Officer was not appointed in any Block while the B.D.O. has been provided the additional charge for supervision of NREGA. The B.D.O.s had complained regarding the over burden of work due to the additional work of the supervision of NREGA has been assigned to them. It was well depicted fact that there was a large number of G.P. per Block in each district. On an average there were 72 Gram Panchayat per Block, even this number was 81 in Kheri Lakhimpur. Inadequacy of other administrative and supporting staff provided for implementation of NREGA at Block level was well prevalent in the sense that average size of staff per block constituted to 7 only. Even this number was only 3 in Chandauli.

In terms of the availability of different infrastructural facilities the facility of computer was only provided in each of the Blocks but the computer assistant was not appointed in any Block. Also excepting the case of Hardoi the printer was given in every Block. The telephone facility was available in almost the Blocks except in Kheri Lakhimpur. The internet facility was available in only half of the Blocks while the facility of M.I.S. was lacking in most of the Blocks except one Block in Chandauli.

**Table 3.1 Institutional Arrangements and access to Infrastructure**

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
1. Gram Panchayat per Block	59	81	78	66	72
2. Staff per Block	7	7	3	11	7
<b>3. Access to facility of</b>					
(i) Computer	2	2	2	2	8
(ii) Telephone	2	-	2	2	6
(iii) Internet	1	-	2	1	4
(iv) Printer	1	2	2	2	7
4. Regularity in getting work proposal from G.P.	2	2	2	1	7
5. Uniqueness work proposal	2	1	2	1	6

## **(ii) Work Proposals**

Almost the Blocks except one Block in Chitrakoot were receiving the work proposals for implementation from the Gram Panchayats on regular basis. Even the work proposals received from Gram Panchayats were reported as unique in case of larger number of 6 Blocks.

## **(iii) Management of Demand, Selection and Sharing Information for works**

The Blocks were found adopting differential criteria according to its suitability and easiness in properly implementation in concerned Block in the selection of works to be initiated for undertaking under the NREGA. However a highest proportion of one half of the Blocks were mainly selecting labour intensive works while in a second majority of blocks the works were selected according to the demands and necessity of concerned G.P. The guidelines of the provisions of NREGA in selecting works were being followed in only two blocks.

Table 3.2. Criteria of Selection, Type of Works Demanded and Sharing Information

Criteria for Work Selection	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
i. Necessity of G.P.	2	-	-	1	3
ii. As forwarded by G.P.	2	1	-	-	3
iii. As per Guidelines of NREGA	-	1	-	1	2
iv. Labour Intensive work	1	1	1	1	4
v. Asset creating Potential	1		1		2
vi. Work with 60:40 ratio of Labour and maintenance			1	1	2
<b>Type of Works demanded</b>					
i. Land Development	-	1	-	1	2
ii. Link Roads	2	2	2	2	8
iii. Ponds (Construction & Maintenance)	2	2	2	2	8
iv. Kharancha	2	2	2	2	8
v. Bridge	-	1	1		2
vi. Boring of pump set	-	1	1	1	3
vii. Canal (Nala)	1	2	1	1	5
<b>Procedure for sharing information for work allotment</b>					
i. Open meeting of G.P.	2	2	2	2	8
ii. Open meeting of Block			1		1
iii. Personal request	1	-	-	1	2
<b>Meeting the demands of employment within time limit</b>					
Yes	2	2	2	1	7
No				1	1
<b>If not meeting, its Reasons</b>					
i. Untimely released funds				1	1
ii. Not producing the utilisation of funds from G.P.				1	1

Construction and maintenance of link roads, ponds and kharancha were the major works which were demanded for undertaking under the programme by the G.Ps in every Blocks. Construction of canal (nala) were the second preferential works demanded by the G.P. However the works related to the development of lands of different deprived groups who were benefited under other programmes in the past and construction of bridge were demanded only in two Blocks.

As far as the procedure being adopted for sharing of information of work allotments with Gram Panchayats is concerned the information announced in the meetings of G.P. has been noted as the prominent method in this context. Also information in this context was being provided in the meetings of Blocks and through personal request of G.P. in a very little cases. The demand of employment was met out within time limit as stated in the provision of NREGA in a majority of blocks except in one block of Chitrakoot. Untimely release of funds and lacking submitting the utilization certificate from the part of G.P. were reported the only reasons of untimely meeting the demand of employment.

Table. 3.3. Maintenance Pattern of Documents and NREGA Funds

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
<b>Availability of following copy at Block Level</b>					
(i) Employment Register	2	2	2	2	8
(ii) Job Card Register	2	2	2	2	8
(iii) Muster Roll Issue Register	2	2	2	2	8
(iv) Assets Register	2	2	2	2	8
(v) Complaint Register	2	2	2	2	8
Employment Guarantee Fund at Block Office	1	1	1	2	5
Separate Bank Account for NREGA	2	2	2	2	8

#### (iv) Maintenance of Documents and Funds

All the Blocks have been well maintaining all the required documents such as employment register, job card register, muster roll issue register, assets register and complaint register at their respective Block level. However the Employment Guarantee Fund was reported maintained in 5 sample Blocks as the payments of wages were directly released to the beneficiaries of NREGA from the district office. Even it was reported that the available funds can not be expended and administrated as revolving funds because the blocks were receiving very little amount of funds for the purpose of only maintaining the NREGA related expenditures at the Block level. However the separate bank account for NREGA and monthly account statement were being maintained in all the Blocks.

#### (v) Details of Works and Performance in Implementation

It was revealed that the Block Office were receiving a large number of works from the Gram Panchayats for undertaking under the NREGA. During the first phase the total number of work proposals received by Blocks were 5652 which further increased to 7283 works during the second phase. The work proposal received during first and second phase were as large as 3222 in Kheri Lakhimpur and 3149 in Hardoi respectively. However due to one or the other reasons the works sanctioned for implementation from the part of Blocks to G.P. were relatively less than the number of the proposal of works received by the Blocks.

However, the proportion of works sanctioned for undertaking under NREGA were fairly higher during the second phase as compared to first phase. In fact all the proposal of works, which received by Blocks in almost the districts except in Chitrakoot were sanctioned.

Table 3.4. Details of NREGA Works

Details of Work	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
<b>(i) Number of works proposal Received</b>					
2006-07 Total	1668	3222	341	421	5652
2007-08 Total	3149	2148	376	1610	7283
<b>(ii) Number of Works Sanctioned</b>					
2006-07	351	3222	308	415	4296
% of work sanctioned	21.04	100.00	90.32	98.57	76.01
2007-08	3149	2148	376	929	6602
% to proposal received	100.00	100.00	100.00	57.70	90.65
<b>(iii) Number of Works Completed</b>					
2006-07	246	386	241	246	1119
% of sanctioned works	70.09	11.98	78.25	59.28	26.04
2007-08	179	389	348	321	1237
% to sanctioned works	5.68	18.11	92.55	34.55	18.74

The striking features which emerging were that the outcome of the implementation of NREGA has been very unsatisfactory in almost the districts. Since a very small proportion of nearly 19 percent and 26 percent of the sanctioned works could be completed during the second and first phase respectively in the sample districts. However the performance in completion of sanctioned works in Chitrakoot during both the phases and in Hardoi during the first phase remained significantly better than in the remaining districts. The worst performance in this regard was noted in Kheri Lakhimpur during the first phase and in Hardoi during the second phase

#### (vi) Utilisation of Funds

It revealed that proportionate share in the utilization of funds under different heads was significantly varying across the districts. However, the utilization of funds under different heads according to the laid down provisions of NREGA was by and large well followed with a minor differences occurring among the districts in this context.

Table 3.5. Utilisation of Funds Under Different Heads

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
<b>Proportion of funds utilized on</b>					
(i) Labour 2006-07	59.09	58.08	55.06	78.78	61.37
2007-08	61.00	60.00	60.22	64.67	60.88
(ii) Material 2006-07	39.40	40.85	44.71	20.74	37.99
2007-08	39.00	38.00	37.73	34.34	37.84
(iii) Contingency 2006-07	1.51	1.07	0.23	0.48	0.84
2007-08	0.00	2.00	2.04	0.99	1.28



As during the first phase the share of funds utilised in the payments of wages was as large as 79 percent in Chitrakoot while it was below 60 percent in other districts. But the proportionate share of this head was almost at similar pattern of nearly 60 percent in wages in almost the districts though the share of same head was again comparatively higher at 65 percent in Chitrakoot. The share of expenditure on material stood nearly 38 percent and it was about one percent for contingency together in all the districts during both the phases.

Table 3.6. Financial Management

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
<b>(i) Total Funds Received</b>					
2006-07	552.34	599.14	536.54	376.19	2064.21
2007-08	751.80	1090.69	727.67	1888.52	4458.68
<b>(ii) Funds Released to G.P.</b>					
2006-07	461.61	592.99	528.06	372.18	1954.84
2007-08	745.11	1085.08	640.10	1852.10	4321.88
<b>(iii) Funds Utilized</b>					
2006-07	464.04	579.60	520.99	365.14	1929.77
2007-08	756.78	1075.16	666.04	1661.25	4159.23
<b>(iv) Percentage of received funds released</b>					
2006-07	83.57	98.97	98.42	98.93	94.70
2007-08	99.11	99.49	87.97	98.10	96.93
<b>(v) Percentage of Released funds utilized</b>					
2006-07	100.53	97.74	98.66	98.11	98.72
2007-08	101.57	99.08	104.05	89.67	96.24

### (vii) Financial Management

Altogether, there has been a significant increase in the amount of funds received and funds released from the part of C.D.O. and its utilization by the Gram Panchayats during the second phase as compared to first phase in all the districts. The share of released funds utilized by Gram Panchayats of all districts together was nearly 99 percent during the first phase but the corresponding proportion was marginally declined to 97 percent during the second phase. In fact some of the districts like Hardoi had undertaken over expenditure through diverting the finances of other schemes into the implementation of NREGA. As the proportion of released funds utilised for NREGA was over 100 percent in Hardoi during both the phases and in Chandauli during the second phase

**Table 3.7. Formation of Programme Implementing Institutions and their Participation Pattern**

<b>Description</b>	<b>Hardoi</b>	<b>Kheri</b>	<b>Chandauli</b>	<b>Chitrakoot</b>	<b>All</b>
(i) Formation of vigilances and monitoring committee	2	2	2	1	7
(ii) Formation of Beneficiary Committee	1	1	1	-	3
(iii) Participated by committees in Social Audit	2	2	2	1	7
(iv) Participated by B.D.O. in Social Audit	2	2	2	2	8
<b>Strategy for publicity and Information of Wage Rates</b>					
(i) Through open Meetings of G.P.	2	2	1	1	6
(ii) Information placed notice board at Block	1	1	-	1	3
(iii) Communicated by Village officials	1	1	2	1	5
(iv) Through displayed on Notice Boards at G.P.	1	2	-	1	4
(v) Through Radio /TV /Newspapers / hoardings	1	1	1	2	5
(vi) Rally	-	-	-	2	2
<b>Process for Redressed of occurring grievances</b>					
(i) Shorted out at G.P. Level	-	2	1	1	4
(ii) Noting on complaint Register	1	1	1	-	3
(iii) Setting Enquiry by V.D.O.	1	1	-	1	3
(iv) Putting complaint before open Meetings of G.P.	1	2	1	1	5

### **(viii) Formation of Institutions and their Participation**

Under the provision of NREGA the formation of different committees for achieving successful implementation of NREGA has been made mandatory at the Gram Panchayat level. The vigilance committees were formed in almost the G.Ps of the sample districts exception was the case of one Block in Chitrakoot. Again, in the same district the beneficiary committees were not formed while the same were formed in other districts. Formation of social audit committees for assessing the works being undertaken under NREGA happen to be the important instrument for successfully implementation of the programme and maintaining the quality of works. The same were well formed in seven Blocks while these were not formed in one Block of Chitrakoot. The B.D.O. was reported to have been regularly participating in the meetings of social audit forum in all the blocks.

In terms of the information sources adopted for the publicity of prescribed wage rates under the NREGA, the open meetings of G.P. and information generated through Radio/T.V./News papers/Notice board of G.P. and information provided by the local officials were the prominent sources of bringing awareness among the villagers in this regard. The grievances of beneficiaries were mainly processed through calling the meeting of Gram Panchayat and putting the generated complains before the meeting and setting enquiry by the V.D.O in almost the Gram Panchayats.

### (ix) Problem Facing in Managing Implementation

Untimely and irregularity maintained in payments of wages both from the part of Gram Panchayats and banks due to one or the reasons and, time taken in releasing funds to the G.Ps, were reported as the major problems existing in properly implementation of NREGA in almost the districts. In addition to these problems, inadequate staff employed for NREGA, difficult procedure adopted for measurement of works, criteria fixed for selection of works and payment of wages through Bank/Post Office were reported as the unnecessary elements adversely effecting the properly implementation of the programme.

### (x) Option to Overcome from Emerging Problems

Enquiring among the Program officer regarding the kinds of initiatives to be introduced to overcome from the emerging problems so as to achieve successful implementation of NREGA a large numbers of them recommended for ensuring the timely payments of wages to the beneficiaries through reviving the procedure of releasing adequate finances in the Employment Guarantee Fund at the Block. Such that this fund could be expended and administered as revolving fund. Because the labourers require their wages immediately after the completion of work which is not possible from the part of banks. The banks first prefer to look after the work of their routine customers. Thereafter the payments to NREGA beneficiaries is initiated. Also the delay practices are being adopted by the district office in releasing funds to the G.P. which delays wage payments to the beneficiaries.

Most of the blocks were reported lacking adequate staff both at the Block level and at the G.P level which has been adversely effecting the proper implementation of NREGA. In almost the Blocks the existing staff was already over burden as no addition in the strength of staff has made with the initiation of this scheme. Thus appointment of additionally required staff for NREGA both at Block and G.P. level require a further initiative. The views of Programme Officers were also that the funding to G.P. should be done through the Blocks as the Blocks would be in a position to release funds to G.P. more efficiently whenever the G.P. require finances for initiating NREGA works and payments of wages to the beneficiaries.

Table 3.8. Suggestions for Solving the Problems Emerging in implementation of NREGA

Description	Hardoi	Kheri	Chandauli	Chitrakoot	All
(i) Ensuring Timely payment of Wages	2	1	1	1	5
(ii) Improving Efficiency in Releasing Funds to G.P.	1	1	1	-	3
(iii) Inadequate Implementing Staff at G.P. Level	1	-	-	1	2
(iv) Strengthening of staff at Block Level	1	1	1	1	4
(v) Reviving of Revolving Funds at Block Level	1	2	1	1	5
(vi) Funding to G.P.through Block	1	-	-	1	2

### (xi) Other Policy Options

In addition to reviving the past procedure of releasing funds in the Employment Guarantee Funds and using it to meet the immediate employment demand of the G.P a large number of BDOs also recommended that the procedure of wage payment to labourers should be changed and other option should be introduced. In the payment of wages a policy of ensuring the involvement of Gram Sevak with the Gram Pradhan should be introduced so as the irregularity and other unwanted practices being adopted in this context could be minimized. Other policy options as recommended by the B.D.Os for ensuring the proper implementation NREGA were the provision of deputing one secretary in every G.P, the selection of works on the basis of the necessity of concern work in specific to concerned G.P and the introduction of any easy procedure i.e. locally acceptable traditional method for the measurement of works so as to avoid the unnecessary intervention of J.E. in this regard.

Table 3.9. Policy Options for Achieving Successful Implantation of NREGA

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	All
(i) No payment of wages through banks to beneficiaries	1	-	2	2	5
(ii) Creation of revolving fund at Block Level	2	1	1	1	5
(iii) Selection of work should on priority basis of G.P.	1	-	1	-	2
(iv) One secretary at each G.P.	-	1	-	1	2
(v) Involvement of Village Rozgar Sevak in Payment for wages should ensure	1	-	2	1	4
(vi) Easy procedure for work measurement	-	1	-	1	2

## B. PATTERN OF PROGRAMME IMPLEMENTATION

### (I) State and Sample District Level

As indicated earlier that initially the National Employment Guarantee Programme was implemented in 22 districts of the state in the first phase of financial year 2006-07. Later it covers 31 additional districts in second phase and the programme is being in all the districts of the State. During the first phase a total of 40.04 households were provided the job cards while during the next phase the number of such households increased to 73.12 lakh. Similarly the number of households covered under the NREGA were remarkably increased during the second phase as compared to first phase in all the sample districts of the state. This proportionate share of NREGA job card holders increased highest from 72 percent in Chandauli followed by 41 percent in Hardoi to lowest at 5 percent in Chitrakoot.

### (i) Participation Pattern

The participation of Schedule caste groups of households has been quite remarkable in the NREGA during both the phases of its implementation both at the state as well as across the sample district level. However, in spite of a very high participation of SC households their proportionate share in total beneficiary households of NREGA has been declining in the state. This was indicated by the fact the SC beneficiary households at the state level were 54.67 percent during the first phase and it declined to 50.65 percent during the second phase. Similar situation was emerging in the declining participation of SC households in most of the sample districts except in Chitrakoot. However across the districts the proportion of NREGA beneficiaries were reached to the highest level of nearly 65 percent in Chandauli to closely followed by over 63 percent in Hardoi and 61 percent in Chitrakoot during the first phase. During the second phase the percentage share of SC beneficiaries accounted highest at 62 percent both in Chandauli and Chitrakoot to lowest at 54 percent in Hardoi. The beneficiaries of NREGA from ST communities were noted only in Kheri Lakhimpur where their participation was less than one percent, though it has increased during the second phase as compared to first phase. The participation of other communities has been increasing in Hardoi and Chandauli while it has been declining in other two districts.

Table 3.10. **Participation of Different Communities in NREGA in the Sample Districts During First and Second Phase.**

Sl No	Households/year	Kheri Lakhimpur	Hardoi	Chandauli	Chitrakoot	U.P.
1	Participant households					
	2006-07	248416 (100.00)	260750 (100.00)	79058 (100.00)	83173 (100.00)	4004287 (100.00)
	2007-08	339046 (100.00)	367260 (100.00)	136298 (100.00)	87021 (100.00)	7311973 (100.00)
2.	Schedule caste					
	2006-07	53.32	63.29	64.77	61.38	54.67
	2007-08	54.61	54.41	62.00	62.02	50.65
3	Schedule tribes					
	2006-07	0.89	nil	nil	nil	1.70
	2007-08	0.93	nil	nil	nil	1.00
4	Others					
	2006-07	45.79	36.71	35.23	38.62	43.63
	2007-08	44.46	45.49	38.00	37.98	48.38

### (ii) Demand and Creation of Employment

According to the provision of NREGA all the households who demand for employment should accordingly be provided employment within the 15 days of request .In this sense all the

households who demanded employment during the one financial should be provided employment during the same year. However the data obtained from the MIS shows that such has not happened. As out of the total households who demanded employment a little over 96 percent household in first phase and 99.81 percent households were provided employment. However the performance in providing employment as per demand of households was indicated relatively better in case of the sample districts as compared to rest of the districts of the state. In fact the district Chitrakoot had provided employment to all the applicant households during both first and second phase and by Chandauli during the first phase of its implementation. Even in Chitrakoot 3.11 percent households who provided employment had never applied for employment.

**Table 3.11. Demand and Creating Pattern of Employment Opportunities**

Sl. No.	Pattern of employment	Kheri Lakhimpur	Hardoi	Chandauli	Chitrakoot	U.P.
1.	Percentage of households who demanded employment					
	2006-07	69.62	74.00	72.15	94.32	66.83
	2007-08	53.44	59.33	41.53	76.76	56.13
2	Percentage of households who got employment					
	2006-07	99.53	96.70	85.29	103.11	96.15
	2007-08	99.64	99.93	100.00	100.00	99.81
3.	Percentage of households who got 100 of days employment					
	2006-07	0.53	5.47	0.93	3.91	6.02
	2007-08	9.03	8.01	19.03	34.79	10.64

A very poor performance was indicated in providing 100 days of employment to the applicant households in the state during both the financial years. The proportion of households who got employment for over 100 days were only 6.02 percent during first phase and 10.64 percent during second phase in the state. Across the sample districts such households comprises highest from 5.47 percent in Hardoi to lowest at 0.53 percent in Lakhimpur Kheri during first phase and it ranges highest from 34.79 percent in Chitrakoot to lowest at 8.01 in Hardoi during the second phase.

### **(iii) Participation of Women in Employment**

Further it revealed that the participation of women in NREGA has been very unsatisfactory in the state. It was largely due to the fact of prevailing backward social system and domination of male members in the society have been largely restricting women for carrying out the outdoor activities in rural areas. It was reported that the women hesitate before



the men in working together with men at worksite as the men use unfair languages in their present.. Thus the overall share of women in getting employment under NREGA has declined from 45.46 percent during first phase to nearly 18 percent during the second phase at the state level. However this share of women in NREGA employment was revealed relatively better in Chitrakoot and Chandausi than the other two sample districts during both the phases because they are economically most poor districts and the demand of employment is higher than the other developed districts.

**Table 3.12. Percentage Share of Women in NREGA Employment**

Sl. No.	Beneficiary of employment	Kheri Lakhimpur	Hardoi	Chandauli	Chitrakoot	U.P.
2.	Men					
	2006-07	98.20	100.00	92.09	57.73	54.54
	2007-08	98.36	98.73	81.66	70.18	82.33
3.	Women					
	2006-07	1.88	nil	7.91	42.27	45.46
	2007-08	1.64	1.37	19.34	29.82	17.67

## **(II) Gram Panchayat Level**

The proceeding analysis on the possessing pattern of job cards and participation pattern of different groups of population in the activities of NREGA is based on the information obtained in this context from all the existing households in the sample of 16 villages/ Gram Panchayats covered from four sample districts.

### **(i) Possessing of Job Cards**

There were 3590 households in the sample villages. Out of which a little over 53 percent households were possessing the NREGA job cards. However there were a significant differences among the proportion of households possessing job cards across the sample districts. Since the proportion of job card holding households were ranging highest from over 58 percent in Chandauli to lowest of 38 percent in Lakhimpur Kheri.

### **(ii) Possessing of Job Cards by Different Castes**

Among the different community households the job card holding households were highest at 74 percent among SC followed by 54 percent SC households as against 45 percent general and 39 percent BC households. Across the sample districts, none of the ST households had job card in Kheri Lakhimpur and Chandauli while all the ST households in Hardoi were possessing job cards. In comparison to other castes the proportion of SC households which were possessing job cards were recorded significantly higher in most of the district except in Hardoi .Again the proportion of households who had no job card were highest at 62 percent in

Kheri Lakhimpur followed by 55 percent households in Chandauli. In almost the districts except Chitrakoot the majority of General caste households were not possessing job cards. Their proportion was ranges as high as 76 percent in Chandauli followed by 63 percent in Kheri Lakhimpur and 61 percent in Hardoi

**Table 3.13. Distribution of different Caste of Households By Status of Possessing Job Cards**

District	Possessing Job Card	SC	ST	BC	Others	Total
Hardoi	Yes	150 (57.47)	2 (100.00)	110 (46.22)	57 (39.31)	319 (49.38)
	No	111 (42.53)	0 (0.00)	128 (53.78)	88 (60.69)	327 (50.62)
	Total	261 (100.00)	2 (100.00)	238 (100.00)	145 (100.00)	646 (100.00)
Kheri Lakhimpur	Yes	209 (40.43)	- (0.00)	122 (34.37)	62 (37.13)	393 (37.82)
	No	308 (59.57)	- (0.00)	233 (65.63)	105 (62.87)	646 (62.18)
	Total	517 (100.00)	- (0.00)	355 (100.00)	167 (100.00)	1039 (100.00)
Chandauli	Yes	309 (62.55)	- (0.00)	168 (30.32)	12 (24.49)	489 (44.58)
	No	185 (37.45)	- (0.00)	386 (69.68)	37 (75.51)	608 (55.42)
	Total	494 (100.00)	- (0.00)	554 (100.00)	49 (100.00)	1097 (100.00)
Chitrakoot	Yes	169 (58.89)	18 (72.00)	151 (54.32)	131 (60.09)	469 (58.04)
	No	118 (41.11)	7 (28.00)	127 (45.68)	87 (39.91)	339 (41.96)
	Total	287 (100.00)	25 (100.00)	278 (100.00)	218 (100.00)	808 (100.00)
Total	Yes	837 (53.69)	20 (74.07)	551 (38.67)	262 (45.25)	1670 (46.52)
	No	722 (46.31)	7 (25.93)	874 (61.33)	317 (54.75)	1920 (53.48)
	Total	1559 (100.00)	27 (100.00)	1425 (100.00)	579 (100.00)	3590 (100.00)

Source; Field Survey Data on Household Listing.

## (ii) Possessing of Job Cards by Different Size Categories of Farm Holders

Further, looking into the availability of job cards among the different size categories of land holding households it revealed that of the 47 percent households who had job cards a highest proportion of 49 percent of them owned 1 to 2.5 acres land followed by 47 percent landless households while a lowest proportion of 39 percent households owned 2.50 to 5.00 acres of land. At the district level the situation was somewhat different. That is in the sense the

proportion of households possessing job cards accounted highest among the landless households in Kheri Lakhimpur and marginal and small farm households in Chitrakoot and Hardoi respectively while such was not in the case of Chandauli where the job card holding households were in a majority position among the large size category of land holding households

**Table 3.14 Distribution of Job Card Possessing Households by Size of Holdings (Area in Acres)**

District	Possessing Job Cards	Landless	Below 1.00	1.00-2.50	2.50-5.00	5.00+	Total
Hardoi	Yes	93 (51.38)	59 (43.70)	117 (53.18)	35 (43.75)	15 (50.00)	319 (49.38)
	No	88 (48.62)	76 (56.30)	103 (46.82)	45 (56.25)	15 (50.00)	327 (50.62)
	Total	181 (100.00)	135 (100.00)	220 (100.00)	80 (100.00)	30 (100.00)	646 (100.00)
Kheri Lakhimpur	Yes	112 (42.26)	114 (42.07)	108 (35.18)	47 (34.06)	12 (20.69)	393 (37.82)
	No	153 (57.74)	157 (57.93)	199 (64.82)	91 (65.94)	46 (79.31)	646 (62.18)
	Total	265 (100.00)	271 (100.00)	307 (100.00)	138 (100.00)	58 (100.00)	1039 (100.00)
Chandauli	Yes	311 (44.62)	39 (39.39)	81 (48.50)	48 (41.74)	10 (52.63)	489 (44.58)
	No	386 (55.38)	60 (60.61)	86 (51.50)	67 (58.26)	9 (47.37)	608 (55.42)
	Total	697 (100.00)	99 (100.00)	167 (100.00)	115 (100.00)	19 (100.00)	1097 (100.00)
Chitrakoot	Yes	119 (57.49)	83 (66.40)	143 (65.00)	46 (40.71)	78 (54.55)	469 (58.04)
	No	88 (42.51)	(33.60)42	77 (35.00)	67 (59.29)	65 (45.45)	339 (41.96)
	Total	207 (100.00)	125 (100.00)	220 (100.00)	113 (100.00)	143 (100.00)	808 (100.00)
Total	Yes	635 (47.04)	295 (46.83)	449 (49.12)	176 (39.46)	115 (46.00)	1670 (46.52)
	No	715 (52.96)	335 (53.17)	465 (50.88)	270 (60.54)	135 (54.00)	1920 (53.48)
	Total	1350 (100.00)	630 (100.00)	914 (100.00)	446 (100.00)	250 (100.00)	3590 (100.00)

Source; Field Survey Data on Household Listing

### (iii) Participants Pattern in NREGA Employment

Further examining at the participation pattern of households in NREGA activities it seems that all the job card possessing households have been actually not seek employment under the NREGA activities because some of them do not require employment at all. Out of the

1670 job card households who participated in different NREGA activities accounted for 66.29 percent. This proportion was highest at 80 percent for ST households and lowest at 40.45 percent for other general caste households. Overall participation of households in NREGA employment was found very unsatisfactory. Since, out of the existing 3590 households together in all sample districts the proportion of them participated in NREGA activities were only 30.84 percent. Across the districts the corresponding proportion stood highest from 66 percent in Chitrakoot to the lowest at 15 percent in Chandauli.

#### (iv) Participants in NREGA Employment by Caste

Looking into the participation in employment of households according to their caste it was found that it was highest at 59 percent among ST households followed by over 40 percent

**Table 3.15: Distribution of Participant and Non-Participant Households by Caste**

District	P/NP	SC	ST	BC	Other	Total
Hardoi	P	98(37.55)	1(50.00)	61(25.63)	20(13.79)	180(27.86)
	NP	163(62.45)	1(50.00)	177(74.37)	125(86.81)	466(72.14)
	T	261(100.00)	2(100.00)	238(100.00)	145(100.00)	646(100.00)
Kheri Lakhimpur	P	164(31.72)	-	58(16.34)	8(4.79)	230(22.14)
	NP	353(68.28)	-	297(83.86)	159(95.21)	809(77.86)
	T	517(100.00)	-	355(100.00)	167(100.00)	1039(100.00)
Chandauli	P	110(22.27)	-	52(9.38)	-	162(14.77)
	NP	384(77.73)	-	502(90.62)	49(100.00)	935(85.23)
	T	494(100.00)	-	554(100.00)	49(100.00)	1097(100.00)
Chitrakoot	P	254(88.50)	15(60.00)	188(67.63)	78(35.78)	535(66.21)
	NP	33(11.50)	10(40.00)	90(32.37)	140(64.62)	273(33.79)
	T	287(100.00)	25(100.00)	278(100.00)	218(100.00)	808(100.00)
Total	P	626(40.15)	16(59.26)	359(25.19)	106(18.31)	1107(35.84)
	NP	933(59.85)	11(40.74)	1066(74.80)	473(81.69)	2483(69.16)
	T	1559(100.00)	27(100.00)	1425(100.00)	579(100.00)	3590(100.00)

Source; Field Survey Data on Household Listing

P = Participants

NP = Non- Participants

for SC households while lowest at 18 percent for General caste households. At the districts level the proportion of households who participated in NREGA activities were again relatively larger from the SC communities in almost the districts except in Hardoi. Even the such participant households from SC households reaches as high as 89 percent in Chitrakoot while the respective proportion was lowest at 22 percent in Chandauli

Table 3.16. Participants and Non-Participants by Size of Holdings ( in acre)

District	P/NP	Landless	Below1	1.00-2.50	2.50-5.00	5.00+	Total
Hardoi	P	43 (23.76)	48 (35.560)	56 (25.45)	30 (37.50)	3 (10.00)	180 (27.86)
	N	138 (76.24)	87 (64.44)	164 (74.55)	50 (62.50)	27 (90.00)	466 (72.130)
	T	181 (100.00)	135 (100.00)	220 (100.00)	80 (100.0)	30 (100.00)	646 (100>00)
Kheri Lakhimpur	P	88 (33.21)	66 (24.35)	53 (17.260)	17 (12.31)	6 (10.34)	230 (22.13)
	N	177 (66.79)	20 (75.65)	254 (82.74)	121 (87.6)	52 (89.66)	809 (77.86)
	T	265 (100.00)	271 (100.00)	307 (100.00)	138 (100.)	58 (100.0)	1039 (100.00)
Chandauli	P	116 (16.64)	16 (16.16)	12 (7.18)	16 (13.91)	2 (10.53)	162 (14.77)
	N	581 (83.36)	83 (83.84)	155 (92.81)	99 (86.09)	17 (89.47)	935 (85.23)
	T	697 (100.00)	99 (100.00)	167 (100.00)	115 (100.)	19 (100.0)	1097 (100.00)
Chitrakoot	P	174 (84.06)	102 (81.16)	187 (85.00)	52 (46.02)	20 (13.97)	535 (66.21)
	N	33 (15.94)	23 (18.14)	33 (15.00)	61 (53.98)	123 (86.03)	273 (33.79)
	T	207 (100.00)	125 (100.00)	220 (100.00)	113 (100.)	143 (100.0)	808 (100.00)
Total	P	421 (31.65)	232 (36.77)	308 (34.57)	115 (22.0)	31 (14.29)	1107 (35.84)
	N	909 (68.35)	399 (63.23)	583 (65.43)	406 (77.93)	186 (85.71)	2483 (69.16)
	T	1330 (100.00)	631 (100.00)	891 (100.00)	521 (100.0)	217 (100.0)	3590 (100.00)

Source; Field Survey Data on House Listing

**(v) Participant in NREGA Employment According to Size of Land Holding**

The analysis on the participation pattern of households across different size categories of land holdings highlighted the well visualized facts that the proportion of households participated in NREGA employment has been consistently narrowing down with the increase of the size of land holdings. The proportion of households who participated in NREGA from lowest size category of land holding of below one acre accounted for 37 percent and this proportion declined to 14 percent for highest size category of land holding of above 10 acres. Similar was the picture emerging across the districts level. However in Chitrakoot the proportion of households participated in NREGA activities among the landless and households owned less than one acre land were remarkably as larger as 84 percent and 81 percent respectively. This was because the concerned district has been recognized economically more backward than the other sample districts. Hence the demand of employment of households for sustaining livelihood in former district is expected to be higher than the latter districts.

Table 3.17. Participant and Non-Participant Households by Occupational Stratum

Occupational Status	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>A Participants</b>	180 (27.86)	230 (22.14)	162 (14.77)	535 (66.21)	1107 (30.84)
1. Agri. Labour, Marginal/ Small Farmers and Allied Agriculture	147 (26.11)	207 (24.56)	144 (14.95)	463 (83.88)	961 (33.70)
2. Medium, Large and Other Farmers	33 (39.76)	23 (11.73)	18 (14.52)	72 (28.12)	146 (19.78)
<b>B. Non-Participants</b>	466 (72.14)	809 (77.86)	935 (85.23)	273 (33.79)	2483 (69.16)
1. Agri. Labour, Marginal/ Small Farmers and Allied Agriculture	416 (73.89)	636 (75.44)	819 (85.05)	89 (16.12)	189 (66.30)
2. Medium, Large and Other Farmers	50 (60.24)	173 (88.27)	116 (93.55)	184 (71.88)	592 (80.22)
<b>Total</b>	646 (100.00)	1039 (100.00)	1097 (100.00)	808 (100.00)	3590 (100.00)
1. Agri. Labour, Marginal/ Small Farmers and Allied Agriculture	563 (100.00)	843 (100.00)	963 (100.00)	552 (100.00)	2851 (100.00)
2. Medium, Large and Other Farmers	83 (100.00)	196 (100.00)	124 (100.00)	256 (100.00)	738 (100.00)

Source; Field Survey Data on House Listing.

#### (vi) Participation in NREGA Employment by Family Occupation

As indicated already that only less than one third of the existing households in sample districts have been participating in different works which were initiated under the NREGA at the Gram Panchayat level. However the proportion of participant households falling together in the medium, large and other farm groups were noted relatively less than together of the agricultural labours, small/marginal households and which were engaged in allied agricultural activities. This kind of situation was emerging largely in relatively economically more backward districts such as Chitrakoot and Chandauli than in other two developed districts..

These kinds of emerging facts provide the impression that availability of the size of cultivated land with the farming households has been largely determining their scope of participation in employment being generated under the works of NREGA. At the same time even the households engaged in low paid occupations available in farm and allied agricultural activities and marginal farmers are less reluctant to participate in NREGA activities in agriculturally developed districts like Hardoi and Kheri Lakhimpur while such is not in case of agriculturally backward districts like Chitrakoot.



### (vii) Proportionate Share in NREGA Employment by Caste of Households

In order to understand the participation pattern of different groups of households in employment generated under the works of NREGA the study has previously presented the participation and non- participation of households among the entire number of existing households covered from the sample G.P.. Further in the present analysis the study highlights the proportionate share of different castes of households in the total participating households in NREGA employment. Looking at the participation pattern of households in employment generated under the works of NREGA it indicated that in the total participating households the share of SC households was as high as nearly 57 percent followed by 32 percent for BC households as. against only 10 percent for general castes and 1 percent for ST households in the sample Gram Panchayats. Even across the districts level this share of SC households was reported relatively fairly high as compared to remaining castes of households which, however has been ranging from the highest level at 71 percent in Kheri Lakhimpur to lowest at 47 percent in Chitrakoot. Also the participation rate of BC households has been revealed quite significant but it has been behind to the participation rate of SC households in all the districts.

Table 3.18. Distribution of Participant Households by Caste

Caste	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
SC	98 (54.44)	164 (71.30)	110 (67.90)	254 (47.48)	626 (56.55)
ST	1 (0.56)	- (0.00)	- (0.00)	15 (2.80)	16 (1.45)
BC	61 (33.89)	58 (25.22)	52 (32.10)	188 (35.14)	359 (32.43)
Other	20 (11.11)	8 (3.48)	- (0.00)	78 (14.58)	106 (9.58)
Total	180 (100.00)	230 (100.00)	162 (100.00)	535 (100.00)	1107 (100.00)

Source; Field Survey Data on House Listing

### (vii) Proportionate Share in NREGA Employment According to Size of Farm Holdings

Further dealing with the share different size categories of farm households in NREGA employment the study found that there existed a absolute negative relationship between the size category of land holding households and their participation rate in NREGA employment. As the share of such households from landless households accounted highest at 38 percent which went down to 10 percent for medium size categories of farm households and it reached to the lowest point of 3 percent for large size category of farm households. However across the sample

districts the proportion of landless households reached to the highest level at 72 percent in Chandauli followed and lowest at 24 percent in Hardoi. But this rate of larger size categories of farm households of above 5 acres was almost at similar level in all the four districts which ranged between 3.74 percent in Chitrakoot to nearly 2 percent in Hardoi.

**Table 3.19. Distribution of Participant Households by Size Category of Land Holdings**

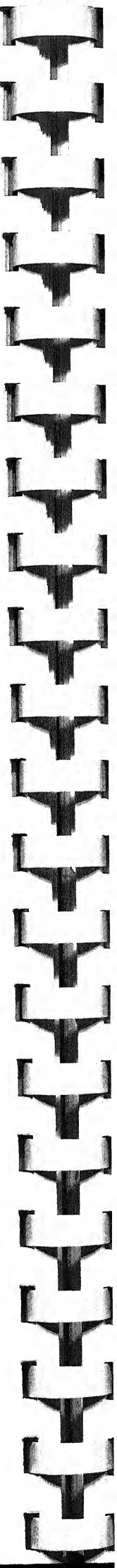
Land Size(acre)	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Landless	43 (23.89)	88 (38.26)	116 (71.60)	174 (32.52)	421 (38.03)
Below1	48 (26.67)l	66 (28.70)l	16 (9.88)l	102 (19.07)l	232 (20.96)l
1.00-2.50	56 (31.11)	53 (23.04)	12 (7.41)	187 (34.95)	308 (27.82)
2.50-5.00	30 (16.67)	17 (7.39)	16 (9.88)	52 (9.72)	115 (10.39)
5.00+	3 (1.67)	6 (2.61)	2 (1.23)	20 (3.74)	31 (2.80)
Total	180 (100.00)	230 (100.00)	162 (100.00)	535 (100.00)	1107 (100.00)

Source; Field Survey Data on House Listing

Looking at the pattern of employment generation under the works of NREGA it indicted that on an average the rural households were provided the employment opportunity under NREGA for nearly 17 days during the whole year. However the days of employment provided per household in Hardoi were noted significantly higher for 42 days as compared to 26 days in Kheri Lakhimpur, 12 days in Chandauli and 11 days in Chitrakoot. A very high majority of 43 percent households received employment for 15 to 30 days while only a little over one percent households, comprising 3 percent in Kheri Lakhimpur and 6 percent in Chitrakoot were provided employment for 100 and above days.

**Table 3.20. Distribution of Participant Households by Days of Employment**

Duration of Employment	Hardoi	Kheri	Chandauli	Chitrakoot	All
Below 15	15.38	46.10	23.29	50.00	29.16
15-30	48.56	43.75	36.99	29.63	43.19
30-45	15.87	4.69	16.43	12.96	12.53
45-60	9.62	2.34	5.48	-	5.83
60-100	10.58	3.13	15.07	1.85	8.21
100 and above	-	-	2.74	5.56	1.08
Total	100.00	100.00	100.00	100.00	100.00
<b>Average Days</b>	<b>41.6</b>	<b>25.6</b>	<b>12.17</b>	<b>10.8</b>	<b>16.67</b>



## **CHAPTER IV**

### **PLANNING AND IMPLEMENTATION OF NREGA**

#### **I. Planning of NREGA Works**

It has generally been well accepted the fact that a greater success in implementation of any development programme can be better achieved through initiating a proper planning approach for bringing awareness among the intended beneficiaries about the various aspects of concerned development programme. Similar assumptions and facts are also expected would be applies in favor of the achieving desirable success in the implementation of the presently introduced employment oriented programme in the form NREGA in the country. Considering these visualized facts in mind the study further attempted to examine the kinds of measures and approaches were initiated regarding to aware the people about the objectives and various provisions laid down in the NREGA. The analysis carried out in this context is based on information obtained among a sample of 16 Gram Panchayats representing four selected districts, two backward and equal number of backward districts for the purpose of present study.

##### **i. Availability of Programme Implementing Staff**

Most important factor that should determined the rate of success of the implementation development program would be the availability of adequate size of staff to be involved in different stages of programme implementation. The members of GP, Panchayat Sachiv, Gram Rozgar Sevak/ Field Assistant happened to be the main machinery involved in the implementation of NREGA at the GP level. It was reported that the Panchayat Sachiv and the Field assistant has been made responsible for implementation of NREGA in every GP. However, the inadequacy of Panchayat Secretary was well reflected through looking the extent of workload extended over him. On an average, there was one secretary for over 5 GP. But the Field assistant was appointed in every GP.

##### **ii. Availability of the Shelf of Project and Job Cards**

One the other hand the shelf of project was available in 50 percent of the GP. It was a striking point that the shelf was not available in any GP in Chitrakoot and 75 percent GP in Kheri Lakhimpur. The shelf of project was mainly prepared in collaboration of villagers and Gram Panchayat Adhikari through organizing the meeting of GP. However, the information regarding the methodology adopted in the preparation of shelf of project was lacking in 50 percent of GPs while in 38 percent GPs the shelf was prepared according to the provisions laid

down under the NREGA. The number of households per GP who were issued job cards averages at 334 which were even as high as 744 households in Kheri Lakhimpur while a lowest number of job card holding households averages at 159 in Chandauli.

### **iii. Frequency of Holding Meetings**

The punctuality in holding the meetings of GP was revealed quite poor in almost the districts. The number of meetings held per GP since April 2007 were averages at 2 only and this pattern was almost same in every districts. Even the respondents had not provided any information regarding lacking initiatives for not holding the meetings while there had been not any extension of meeting due to adequate quorum in any district. However, the minutes of all these meetings were available in a majority of 81 percent GPs.

It was further revealed that the meetings of GPs were largely called for discussing issues related to NREGA since April 2007. Except in the case of one GP in Hardoi, the subjects related to NREGA were accordingly discussed in their meetings. Initiating the construction of link roads, nali (canal), kharnja and digging the ponds were the main subjects of discussions in the meetings of remaining GPs. Even in almost all the GP the discussions were also around over on the selections of NREGA works. Among the various subject concerned of NREGA the issues related to construction of link roads, initiating works on priority basis and maintaining the quality of works were had been the main focus of discussions in the past.

### **iv. Social Audit**

The social audit of NREGA was taken place in over 81 Gram Panchayats. Even the same was taken place in all the GPs of Hardoi and Kheri Lakhimpur. The main subjects presented in Gram Panchayats included as the details of income and expenditure pattern on the different heads of NREGA and the quality maintained in different works. Even the participation of GPs in the issues of social audit was reported very significant in almost the districts except in Chitrakoot and Chandauli.

## **II. Planning for NREGA in the Gram Sabha Meetings;**

Further the study attempted to examine the participation pattern of different community people in different meetings, maintenance of signatures, subject matters discussed in the meetings, resolutions passed, type of NREGA issues discussed and resolutions passed, type of planning made for NREGA and the shortcomings revealed in the meetings of Gram Panchayats held during the last year.

Table 4.1 Planning for NREGA at the Village Level

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(1) Availability of Panchayat Secretary</b>					
(i) Yes	4 (25.00)	4 (25.00)	4 (25.00)	4 (25.00)	16 (100.00)
(ii) No	-	-	-	-	-
(2) Average Villages per Secretary	5.25	6.00	5.00	5.00	5.31
<b>(3) Availability of Field Assistant</b>					
(i) Yes	4 (25.00)	4 (25.00)	4 (25.00)	4 (25.00)	16 (100.00)
(ii) No	-	-	-	-	-
(4) Average No. of Villages per Field Assistant	1	1	1	1	1
<b>(5) Availability of Project Shelf</b>					
(i) Yes	3 (37.50)	1 (12.50)	4 (50.00)	- (0.00)	8 (100.00)
(ii) No	1 (12.50)	3 (37.50)	- (0.00)	4 (50.00)	8 (100.00)
<b>If Yes, Who prepared</b>					
(1) Gram Panchayat Adhikari	2 (100.00)	-	-	-	2 (100.00)
(ii) Open meeting of Gram Sabha	1 (50.00)	1 (50.00)	-	-	2 (100.00)
(iii) Gram Panchayat	-	-	3 (100.00)	-	3 (100.00)
(iv) Pradhan	-	-	1 (100.00)	-	1 (100.00)
<b>6. How Shelf was prepared</b>					
(i) No Response	3 (75.00)	-	1 (25.00)	-	4 (100.00)
(ii) According to Narega Manak	-	1 (100.00)	-	-	1 (100.00)
(iii) Gram Panchayat Meeting	-	-	3 (100.00)	-	3 (100.00)
7. Total Job Card (Average per G.P.)	190.25	744.50	159.00	244.00	334.44
8. Average No. of Meeting per GP held since April 2007	1.75	2.75	2.00	2.50	2.25
<b>10. Availability of minutes of Meetings</b>					
(i) Yes (All meeting)	2 (15.38)	4 (30.77)	3 (23.08)	4 (30.77)	13 (100.00)
(ii) Yes (Same meeting)	1 (50.00)	-	1 (50.00)	-	2 (100.00)
(iii) No	1 (100.00)	-	-	-	1 (100.00)
<b>11. Reason for not-keeping the minutes of meetings</b>					
(1) No Response	1 (100.00)	-	-	-	1 (100.00)



<b>12. Extension of meeting due to adequate corium</b>					
(i) Yes	-	-	-	-	-
(ii) No	4 (25.00)	4 (25.00)	4 (25.00)	4 (25.00)	16 (100.00)
<b>14. Discussion held on NREGA</b>					
(i) Yes	3 (20.00)	4 (26.67)	4 (26.67)	4 (26.67)	15 (100.00)
(ii) No	1 (100.00)	-	-	-	1 (100.00)
<b>15. If Yes, Subjects &amp; Resolutions passed</b>					
(i) Nali Construction	1 (25.00)	1 (25.00)	1 (25.00)	1 (25.00)	4 (100.00)
(ii) Link Road	2 (40.00)	1 (20.00)	1 (20.00)	1 (20.00)	5 (100.00)
(iii) Khandja	2 (50.00)	1 (25.00)	1 (25.00)	-	4 (100.00)
(iv) Ponds Digging	2 (40.00)	-	1 (20.00)	2 (40.00)	5 (100.00)
(v) Planting	1 (33.33)	1 (33.33)	-	1 (33.33)	3 (100.00)
(vi) View of NREGA Scheme	1 (100.00)	-	-	-	1 (100.00)
<b>16. Discussion on selection of NREGA Works</b>					
(i) Yes	4 (25.00)	4 (25.00)	4 (25.00)	4 (25.00)	16 (100.00)
(ii) No	-	-	-	-	-
<b>17. If Yes, Subjects</b>					
(i) Construction of Khandja/ Nali	3 (50.00)	2 (33.33)	-	1 (16.67)	6 (100.00)
(ii) Basis of Priority work	1 (25.00)	1 (25.00)	1 (25.00)	1 (25.00)	4 (100.00)
(iii) About Quality	-	1 (33.33)	2 (66.67)	-	3 (100.00)
(iv) Selection of Ponds/ Maintenance of Well	-	-	1 (33.33)	2 (66.67)	3 (100.00)
(v) No Response	-	-	2 (100.00)	-	2 (100.00)
<b>18. Presentation of Social Audit</b>					
(i) Yes	4 (30.77)	4 (30.77)	3 (23.08)	2 (15.38)	13 (100.00)
(ii) No	-	-	1 (33.33)	2 (66.67)	3 (100.00)
<b>19. If Yes, Type</b>					
(i) Income-Expenditure	4 (57.14)	1 (14.29)	-	2 (28.57)	7 (100.00)
(ii) Quality of Work	-	1 (33.33)	2 (66.67)	-	3 (100.00)
(iii) No Response	-	2 (66.67)	1 (33.33)	-	3 (100.00)

<b>20. Participation of G.P. in Social Audit</b>					
(i) Yes	4 (30.77)	4 (30.77)	3 (23.08)	2 (15.38)	13 (100.00)
(ii) No	-	-	1 (33.33)	2 (66.67)	3 (100.00)
<b>22. If Yes, Mode of participation</b>					
(i) Open Meeting	3 (75.00)	1 (25.00)	-	-	4 (100.00)
(ii) Discussion on Priority Work	-	2 (100.00)	-	-	2 (100.00)
(iii) Quality	-	1 (50.00)	-	1 (50.00)	2 (100.00)
(iv) Passbook or Muster Roll Service	-	-	-	1 (100.00)	1 (100.00)
(v) No Response	1 (25.00)	-	3 (75.00)	-	4 (25.00)

#### **i. Previous Meeting**

Since we found earlier that the Gram Pachayats were very irregular in holding the meetings. On an average only two meetings per Gram Sabha were held during last year. In first meeting the average number of participants were 220 person with a larger differences existed across the districts accounting a highest of 305 person in Hardoi to the lowest at 113 person in Chitrakoot. In second meeting the average strength of participants was however increased to 323 person it was even 944 person in Kheri Lakhimpur. However the signatures in attendance register were nearly one half of the total participants in both the meetings. It was found that in a large proportion of nearly 88 percent GPs the main subjects of meetings were NREGA related issues. Also resolution of implementation of work in different sites of villages under NREGA were passed in meetings of again same number of GPs. Even in half the GPs the resolution on the construction of link road/ kharancha was also passed.

As far as the discussions on planning for NREGA was concerned it was centered around on bringing awareness among the village regarding the provisions of wages and employment under the NREGA in 50 percent of GPs followed by planning for work in 38 percent GPs and providing information on the amount received and expenditure done under different works in 25 percent GPs.

Lacking co-operation and lacking agreement among participants on particular issue was happen to be a major problem facing in properly functioning of the meeting in over 56 percent GPs. Absenteeism of the important persons of the village was revealed a second most problem in 31 percent GPs. Another in 19 percent Panchayats the participation among women was lacking in the previous meeting

## ii. Last Meeting

The information regarding the month of last meeting held was not available un any GP. Even the average number of participant in the meeting per GP were only 220 persons. Out of which less than half of them had signed in the attendance register. Identification of NREGA works for implementation were the main subjects of meetings in over 56 percent GPs followed by subjects related to job cards in the meetings of a second majority of 50 percent GPs.

In a majority of 50 percent and 56 percent GPs, the resolution of widow pension and NREGA related resolutions were passed. Approval of works to be undertaken under NREGA, construction of bridge and the approval of plantation were the NREGA related resolutions passed in the meetings of 50 GPs.

In terms of the NREGA, planning the awareness among the participants about issues related to job cards was provided in the last meetings of a high majority of nearly 63 percent GPs. Also in the meeting of a second majority of 38 percent GPs the monitoring of NREGA works, initiation of additional works and matter related to wages and employment were also the points related to NREGA planning.

There was no problem in the meeting of a highest proportion of 56 percent GPs. However, in the meeting of the equal number of 56 percent GPs the problem of disputes on certain issues was emerged.

Table 4.2. Details of the Last two Meeting of G.P.

(Actual Number of GPs)

Details	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(1) Average No. of Participations per meeting</b>	305.25	236.00	154.00	113.25	220.12
<b>(2) Average No. of Signatures in Register</b>	120.25	61.00	114.50	113.25	102.25
<b>(3) Subjects of Meeting</b>					
(i) Related to NREGA'S	4	4	3	3	14
(ii) Widow Pension Scheme	2	4	3	3	12
(iii) Aganwadi Related Issues	1	-	1	1	3
(iv) Issues on Hand pump Repair	3	1	1	1	6
(v) Other Govt. Scheme (Indira Awas) Related	3	2	2	2	9
<b>(4) Type of Resolutions Passed in the Meetings</b>					
(i) NREGA' Related	4	4	3	3	14
(ii) Widow Pension Related	2	3	1	3	9
(iii) Construction of School Bhawan	1	-	1	-	2
(iv) Hand Pump Related	1	1	1	1	4
(v) IAY/SGSY related	1	2	1	1	5
<b>(5) Type of NEGA Resolution Passed</b>					
(i) Expenditure on NREGA's	1	-	1	-	2
(ii) Link Road/Khamja	2	2	2	2	8
(iii) Hand Pump	2	-	-	2	4
(iv) Implementation of NREGA'	2	2	3	3	10
(v) Plantation	1	-	-	1	2

(vi) Pulia Construction	1	1	2	2	6
(vii) Wages related	1	2	-	1	4
(viii) Job Card related	-	1	1	1	3
<b>6. Type of Shortcoming Revealed in the Meeting</b>					
(i) Not opening of Account	1	-	1	-	2
(ii) Lack of co ordination	2	3	2	2	9
(iii) Women not attended	1	-	1	1	3
(iv) All persons not present	1	1	1	2	5
(v) No problem	-	1	-	-	1
<b>(7) Discussion on NREGA Planning</b>					
(i) Receipt and Expenditure	1	-	2	1	4
(ii) Opening Bank Account	1	-	-	-	1
(iii) Work Planning	2	2	1	1	6
(iv) Informing for provision of employment and Wages	1	2	3	2	8
(v) Other Work	1	-	-	-	1
<b>8. Details of Last Meeting</b>					
(1) Present No. of Individual (Average per G.P.)	265.00	194.50	194.25	96.50	187.56
(2) Signed on Register (Average per G.P.)	123.00	62.00	150.25	95.75	107.75
<b>(3) Subjects of Meeting</b>					
(i) Job Card Related	4	1	2	1	8
(ii) Selection of New Work	2	2	2	3	9
(iii) List of V.P.M.	2	-	-	-	2
(iv) Link Road	1	-	-	-	1
(v) Electricity	2	1	1	1	5
(vi) Awas	-	1	2	3	6
(vii) Widow Pension	-	3	-	3	6
(viii) Plantation	-	1	1	-	2
<b>(4) Subjects on Resolutions Passed</b>					
(i) Widow Pension	2	2	3	1	8
(ii) NREGA Related	3	1	2	3	9
(iii) Ponds Construction	2	-	1	-	3
(iv) V.P.M.	1	-	-	-	1
(v) Hand Pump	1	2	1	-	4
(vi) Awas	-	2	2	1	5
(vii) Plantation	-	1	1	-	2
<b>(5). NREGA Related Resolution</b>					
(i) Approval of NREGA's Proposal	3	-	1	2	6
(iii) Pulia Construction	1	-	-	-	1
(iv) Plantation	1	-	-	-	1
<b>(6) Short Comings in the Meeting</b>					
(i) No	1	3	3	2	9
(ii) Discrimination	3	2	2	2	9
(iii) Women's not participated	1	-	-	-	1
<b>(7) Points of NREGA Planning</b>					
(i) Monitoring of NREGA works	2	1	2	1	6
(ii) Initiation of additional Works	1	-	3	2	6
(iii) Knowledge of Job Card	4	4	2	-	10
(iv) Khamja / link road	-	2	1	2	5
(vi) Nali	-	1	-	1	2
(vii) Ponds	-	2	-	-	2
(ix) Wages	-	1	2	3	6
(x) Pulia Construction	-	-	-	1	1
(xi) Coop Repair	-	-	-	1	1

### **III. Implementation of NREGA Awareness**

The study has further attempted to examine at the extent and level the different castes, occupations, farming groups, type of ration card holders, different income groups and different sex groups of participant and non- participant respondents of the programme in different sample districts were possessing awareness in different subjects and provisions of NREGA.

#### **1. At Districts Level**

A most striking feature which emerged was that there was a very little awareness among the respondent regarding almost the provisions of NREGA, especially about the time limit for providing employment after request and wage payment, type of facilities to be provided at the worksite, RTI and Social Audit and issues related to system of payment of wages and formation of various committees. . Further, it revealed that the awareness regarding various provisions made in this programme was reached largely among the participants of NREGA as compared to non- participants in every districts.

##### **i. Job Card Practices**

Although almost all the participant households were possessing job but the awareness regarding all the adult members of their family are entitled for work under the National Rural Employment Guarantee Programme was only among 64 percent respondents and this proportion of respondent was by and large same across the sample districts. Notably was very serious that only a little over 6 percent respondent, comprising highest from 17 percent in Hardoi to lowest at below one percent in Chitrakoot were aware about the time limit for providing job card after their request for it. Among non- participant 25 percent of them, comprising highest at 43 percent in Hardoi and lowest at 12 percent in Chitrakoot were aware about that the adult members of their household are entitled to work in the NREGA. Obviously the proportion of such participants were almost much higher than the non- participants in every districts which ranged between 98 percent in Chandauli to 83 percent in Hardoi.

##### **ii. Application for a Work**

Awareness regarding the time limit for providing employment after registration for work was also lacking a majority of respondents while only 44 percent of them were aware in this context. Even the awareness about the days of employment the household is entitled under the NREGA was available to 66 percent respondents. Across the districts, the proportion of such respondents ranged between 70 percent in Hardoi to 61 percent in Chitrakoot. Also only 28 percent respondent were aware regarding the provision of un-employment allowance and amount to be

paid under this provision. The proportion of such respondents was even as low as only 3 percent in Hardoi. On the provision of extra wages to be paid if work given beyond 5 kms from their GP, only 8 percent respondents were aware about this context. However the proportion of non-participants were 10 percent as against 4 percent participants who were aware about the time limit of providing job card.

### **iii. Practices of Employment and Earning**

However a significant proportion of over 91 percent respondents were aware regarding their entitlement to earn minimum wages under NREGA. Such respondents were even 98 percent in Chitrakoot followed by 94 percent in Chandauli. However, enquiring about the awareness of respondents regarding the duration of wage payment after the completion of work a very high proportion of 58 percent of them were not aware at all though a majority of another 23 percent had the understanding that the wages to be paid weekly.

However, a very high proportion of 90 percent non- participants but less than participants of 92 percent were aware about their entitlement of wages in NREGA. But the proportion of non-participants who were aware about the entitlement of days of work of a household in NREGA were 48 percent as against 81 percent participants, These proportion of both the category of respondents were almost same in all the districts except in Chitrakoot for participants where all participants were aware in this context.

### **iv. Worksite Facilities, Work, Wages and Working Conditions**

As indicated already that no respondent in any sample district was aware about the provision of providing the facility of crèche at the worksite. In addition to this a very small proportion of less than 8 percent respondents were also aware regarding the provision of shed and floor sheet for workers, free of charge for medical treatment, payment of allowance if hospitalized, period of rest, payment of wages to women deputed to look after children in the work site, following of no discrimination in wages between men and women, not involvement of contractor in the work and the no use of machinery in the work to be ensured at the worksite. Even no respondent in Chitrakoot was aware about the provision of shed and floor sheet for workers, free of charge for medical treatment, payment of allowance if hospitalized, period of rest, payment of wages to women deputed to look after children in the work site and the machinery should not be used in the work. Also non of the respondent in Chandauli were aware regarding the provision of providing drinking water facility, shed and floor sheet for workers, free of charge for medical treatment, period of rest, payment of wages to women



deputed to look after children in the worksite and machinery should not be used in the work. However the proportion of respondents who were aware in response to the provision of both providing first aid and payments should be made for ex-gratia death were highest at over 44 percent and the proportion of respondents who were aware for former provision were ranged highest at 57 percent in Hardoi to lowest at 11 percent in Kheri Lakhimpur while for latter provision it ranged between over 50 percent in Chandauli to 37 percent in Kheri Lakhimpur. Another 28 percent and 14 percent respondents were respectively aware about the provision of at least one fourth of wages should be paid in cash and the facility of drinking water to be ensured at worksite. The proportion of respondents who were aware about former provision were almost one third in both Hardoi and Kheri Lakhimpur and lowest at 18 percent in Chandauli while such respondents who were aware about latter provision were nearly one fourth again in these districts as against only 7 percent in Chitrakoot and no one in Chandauli.

It further revealed that in almost the districts except in Chandauli the proportion of non-participants aware for the provisions of first aid, shade and floor sheet for workers, period of rest and non discrimination on wages on the ground of gender at the work site were significantly higher than the cases of participants. However, none of the non-participants in any districts were aware about the other provisions and facilities to be provided at the worksite.

## **v. Other Provisions**

In term of prevailing awareness among the respondents regarding other provisions such as RTI Act, social audit, approval of work by the GP through its meeting, updating information on NREGA in the prescribed walls regularly, publication of summary of the progress of work in news papers, formation of vigilance and monitoring committee and employment guarantee scheme committee, system of mate and the system of Field Assistant was very unsatisfactory in almost the district especially in Chitrakoot and Chandauli. In these both the districts no respondent was aware about most of these provisions of NREGA, except 6 percent and 1 percent were aware about RTI and social audit respectively.

All the non -participants were lacking awareness about most of the other provisions as were laid down in the NREGA which awareness was also even reached to a very small proportion of participants. But, only 11 percent and 3 percent non- participants as against a very less proportion of 1 percent and below 1 percent participants were aware about the RTI Act and social audit respectively.

Table 4.4 (i). District wise Distribution Respondents by Level of Awareness about Different Provisions of NREGA

Proportion of HH by Dimension of Awareness	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Having job card	65.71	62.86	66.43	60.71	63.93
Days of work	70.00	67.86	66.43	61.43	66.43
Time limit for providing job card	17.14	4.29	2.86	0.71	6.25
Time limit for providing employment	59.29	48.57	37.86	31.43	44.29
Unemployment allowance	2.86	34.29	36.43	37.86	27.86
Extra wages to be paid if work given beyond 5 kms	9.29	12.86	3.57	6.43	8.04
Entitled to earn the minimum wage under NREGS	86.43	86.43	94.29	97.86	91.25
<b>Time Limit for Payment of Wages</b>					
after the work is done Weekly	18.57	28.57	61.43	12.14	30.18
Two weeks	25.00	20.71	7.14	37.14	22.50
More than two weeks	26.43	12.86	0.00	12.86	13.04
RTI Act	5.71	2.86	6.43	6.43	5.36
Social audit	0.71	1.43	2.86	1.43	1.61
First aid	41.43	30.00	1.43	10.71	20.89
Drinking water	57.14	56.43	11.43	51.43	44.11
Shade and floor sheet for workers	22.86	24.29	0.00	7.14	13.57
Free of charge for medical treatment	7.86	2.86	0.00	0.00	2.68
Payment of allowance if hospitalized	7.86	2.86	0.00	0.00	2.68
Payment of ex-gratia death	8.57	3.57	1.43	0.00	3.39
Periods of rest	47.86	37.14	51.43	40.71	44.29
Payment of wages to women deputed to look after children in the work site	8.57	2.86	0.00	0.00	2.86
Payment of at least one fourths wage as cash only	7.86	5.00	0.00	0.00	3.21
No discrimination of wage between men and women	38.57	32.86	17.86	22.14	27.86
No involvement of Contractor in the NREGA work	9.29	8.57	5.71	10.00	8.39
No use of Machinery at work	10.71	5.71	5.00	8.57	7.50
Approved WORK By PRI through Grama Sabha	7.86	5.00	0.71	0.00	3.39
NREGS information on prescribed walls regularly	7.86	2.14	0.00	0.00	2.50
Publications of summary of the scheme progress in news paper	7.86	2.14	0.00	0.00	2.50
One third of wage seekers should be women	7.86	0.71	0.00	0.00	2.14
Vigilance and monitoring committee	7.86	2.14	0.71	0.00	2.68
Employment Guarantee Scheme Committee	7.86	2.14	0.00	0.00	2.50
System of Mate	7.86	2.14	0.00	0.00	2.50
System of Field Assistant	7.86	1.43	0.00	0.00	2.32

Table 4.4 (ii). District wise Distribution of Participants and Non – Participants by Level of Awareness of Different Provisions of NREGA.

Proportion of HH Aware	Participant Household					Non-Participant Household				
	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra koot	Total	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra koot	Total
Having a job card	82.50	93.75	97.50	97.50	92.81	43.33	21.67	25.00	11.67	25.42
Entitlement of Days of work	82.50	80.00	76.25	81.25	80.00	53.33	51.67	53.33	35.00	48.33
Time limit for providing job card	8.75	2.50	2.50	1.25	3.75	28.33	6.67	3.33	0.00	9.58
Time limit for providing employment	78.75	73.75	52.50	42.50	61.88	33.33	15.00	18.33	16.67	20.83
Unemployment allowance	0.00	27.50	32.50	30.00	22.50	6.67	43.33	41.67	48.33	35.00
Extra wages to be paid if work given beyond 5 kms	8.75	6.25	1.25	5.00	5.31	10.00	21.67	6.67	8.33	11.67
Entitled to earn minimum wage	86.25	87.50	95.00	100.00	92.19	86.67	85.00	93.33	95.00	90.00
Time Limit for Payment of wages										
Weekly	16.25	46.25	90.00	18.75	42.81	21.67	5.00	23.33	3.33	13.33
Two weeks	35.00	30.00	10.00	57.50	33.13	11.67	8.33	3.33	10.00	8.33
More than two weeks	43.75	22.50	0.00	22.50	22.19	3.33	0.00	0.00	0.00	0.83
Aware about RTI Act	2.50	0.00	2.50	0.00	1.25	10.00	6.67	11.67	15.00	10.83
Are you aware of social audit	0.00	0.00	1.25	0.00	0.31	1.67	3.33	5.00	3.33	3.33
First aid	32.50	27.50	1.25	6.25	16.88	53.33	33.33	1.67	16.67	26.25
Drinking water	52.50	56.25	18.75	57.50	46.25	63.33	56.67	1.67	43.33	41.25
Shade and floor sheet for workers	13.75	10.00	0.00	0.00	5.94	35.00	43.33	0.00	16.67	23.75
Free of charge for medical treatment	13.75	5.00	0.00	0.00	4.69	-	-	-	-	-
Payment of allowance if hospitalized	13.75	5.00	0.00	0.00	4.69	-	-	-	-	-
Payment of ex-gratia death	15.00	6.25	2.50	0.00	5.94	-	-	-	-	-
Periods of rest	46.25	37.50	60.00	51.25	48.75	50.00	36.67	40.00	26.67	38.33
Payment of wages to women deputed to look after children in the work site	15.00	5.00	0.00	0.00	5.00	-	-	-	-	-
At least one fourths wage as cash only	13.75	8.75	0.00	0.00	5.63	-	-	-	-	-
No discrimination of wage between men and women	37.50	33.75	21.25	25.00	29.38	40.00	31.67	13.33	18.33	25.83
No Involvement of Contractor at the work	16.25	15.00	10.00	17.50	14.69	-	-	-	-	-
Machinery should not be used in the work	18.75	10.00	8.75	15.00	13.13	-	-	-	-	-
Approved PRI through grama sabha	13.75	8.75	1.25	0.00	5.94	-	-	-	-	-
NREGS information on the prescribed walls regularly	13.75	3.75	0.00	0.00	4.38	-	-	-	-	-
Publications of summary of the scheme progress in news paper	13.75	3.75	0.00	0.00	4.38	-	-	-	-	-
One third of wage seekers should be women	13.75	1.25	0.00	0.00	3.75	-	-	-	-	-
Vigilance and monitoring committee	13.75	3.75	1.25	0.00	4.69	-	-	-	-	-
Employment Guarantee Scheme Committee	13.75	3.75	0.00	0.00	4.38	-	-	-	-	-
System of Mate	13.75	3.75	0.00	0.00	4.38	-	-	-	-	-
System of Field Assistant	13.75	2.50	0.00	0.00	4.06	-	-	-	-	-

## **2. Across the Castes**

Further the study has attempted to examine the extent of differences existing in pattern of awareness among different castes of participant and non- participant respondents in different types of provisions laid down under the NREGA.

### **i. Job Card Practices**

The SC respondents were found better aware than the other castes of respondents in terms of adult members of their family are entitled to work under NREGA. Since the proportion of such respondents from SC were 78 percent as against 67 percent for ST, 58 percent for BC and 22 percent for General castes. But the awareness for time limit for providing job card after request was available to only 12 percent General castes followed by 6 percent ST, and 5 percent BC respondents.

Among the participant and non- participants the proportion of respondents who were aware about the entitlement of adult family member for work under NREGA were significantly higher from former group than the latter group across all the casts. But among the participants who were aware in this context were fairly higher from BC as compared to other casts of respondents. Among the non participants, these proportion were highest for SC respondents. But the proportion of respondents aware for time limit for providing job cards were relatively higher among non-participants than the participants across the different castes.

### **ii. Application for Work**

All the ST respondents as against 77 percent SC and nearly half of BC and General castes of respondents were aware of the entitlement of the days of providing employment in NREGA. Such respondents were leading among the participants over non- participants among all the castes except General castes. Even all the participants from both ST and General castes as against 84 percent SC and 70 percent BC were possessing information in this regard. The proportion of respondents who were aware of the time limit for providing employment after registration for work were highest at 56 percent among SC followed by 36 percent among BC and none from ST community. The awareness in this context was again higher among participants than the non-participants but such participants were higher among SC than the other castes.

### **iii. Practices of Employment and Earning**

Awareness regarding the time limit for providing employment in NREGA works was not available to any ST respondent through the proportion of respondents possessing such awareness were highest at 56 percent among SC and lowest at 22 percent among General

castes. Also among both participant and non participant respondents who were aware in this regard were highest among the SC households. Further a notable proportion of respondents both participants and non participants from different castes were aware about the days of employment to be provided under the NREGA to their households. However the proportions of participants respondents who had awareness regarding the provision of un employment allowance were highest at 27 percent among BC households and they were 42 percent among non participants of SC households. Also a very large proportion of different communities of both participants and non participants were well aware about the provision of the entitlement of minimum wages fixed under the NREGA.

#### **iv. Work Site Facilities, Work, Wages and Working Condition**

None of the respondent among SC was aware about the various provisions of wage payments and facilities to be provided to improve the working condition of labours at worksite. Exception was only one third proportion of them among participants were aware about the provision of providing drinking water facility at worksite and the provision of rest. Even the level of awareness in these context among remaining castes of respondents was also noted very poor. Only exception was the case that nearly one third of respondents mainly among participants and from other than SC were aware in regard to the provision of the facility of first aid at the worksite, provision of rest. And another 37 percent respondents among General castes as against 13 percent BC and 9 percent SC respondents were aware about the provision of shed and floor sheet for workers to be provided at worksite. The awareness regarding the provision of non- discrimination of wages on the ground of gender was available to one third of SC respondents and nearly one fourth of both BC and General castes. Surprisingly the proportion of respondents who were aware about the provision of facility of drinking water to be ensured at worksite were relatively lower among participants than the non participants.

#### **v. Other Provisions**

The awareness regarding the RTI Act and the social audit was largely lacking to different castes of beneficiaries especially among SC and BC groups but the proportion of non participants who were aware in these regard were higher than the participants of every castes. Also none of the non-participants as against over one third of participants among General castes were aware about all the other provisions made under NREGA.

Table 4.5 (i). **Distribution of Different Castes of Respondents by Level of Awareness about the Different Provisions of NREGA**

Proportion of HH by Dimension of Awareness	Total Participants and Non -participants				
	SC	ST	BC	General	Total
Having a job card	78.01	66.67	58.17	22.39	63.93
Days of work	77.30	100.00	56.25	50.75	66.43
Time limit for providing job card	6.03	0.00	4.81	11.94	6.25
Time limit for providing employment	56.38	0.00	35.58	22.39	44.29
Unemployment allowance	26.24	0.00	29.81	29.85	27.86
Extra wages if work given beyond 5 kms	6.03	0.00	8.65	14.93	8.04
Entitled to earn the minimum wage under NREGS	90.07	100.00	95.19	83.58	91.25
<b>Time Limit for Payment of wage</b>					
Weekly	35.46	0.00	28.85	13.43	30.18
Two weeks	25.53	66.67	20.19	14.93	22.50
More than two weeks	16.67	0.00	10.10	7.46	13.04
RTI Act	3.19	0.00	5.29	14.93	5.36
Social audit	1.06	0.00	1.92	2.99	1.61
First aid	20.21	0.00	18.27	32.84	20.89
Drinking water	46.45	33.33	39.90	47.76	44.11
Shade and floor sheet for workers	8.51	0.00	12.98	37.31	13.57
Free medical treatment	3.19	0.00	0.48	7.46	2.68
Payment of allowance if hospitalized	3.19	0.00	0.48	7.46	2.68
Payment of ex-gratia death	3.90	0.00	1.44	7.46	3.39
Periods of rest	48.23	33.33	42.79	32.84	44.29
Payment of wages to women who look after children in the work site	3.55	0.00	0.48	7.46	2.86
At least one fourths wage as cash only	3.90	0.00	0.96	7.46	3.21
There is no discrimination of wage between men & women	32.27	0.00	24.52	20.90	27.86
Contractor should not be involved in the work	9.93	0.00	5.77	10.45	8.39
Machinery should not be used in the work	8.51	0.00	5.29	10.45	7.50
Approval of Work by PRI through GP	4.26	0.00	0.96	7.46	3.39
TO Put NREGS information in walls regularly	2.48	0.00	0.96	7.46	2.50
Publications of summary of the scheme progress in news paper	2.48	0.00	0.96	7.46	2.50
One third of wage seekers should be women	2.13	0.00	0.48	7.46	2.14
Vigilance and monitoring committee	2.84	0.00	0.96	7.46	2.68
Employment Guarantee Scheme Committee	2.48	0.00	0.96	7.46	2.50
System of Mate	2.48	0.00	0.96	7.46	2.50
System of Field Assistant	2.13	0.00	0.96	7.46	2.32



Table 4.5(ii). Distribution of Different Castes of Participants and Non – Participants by Level of Awareness of Different Provisions of NREGA

Proportion of HH BY Dimension of Awareness	Participant Household				Non-Participant Household			
	SC	ST	BC	Gen	SC	ST	BC	Gen
Having a job card	92.61	100.00	93.14	92.31	40.51	0.00	24.53	5.56
Days of work	83.74	100.00	69.61	100.00	60.76	100.00	43.40	38.89
Time limit for providing job card	3.94	0.00	2.94	7.69	11.39	0.00	6.60	12.96
Time limit for providing employment	69.46	0.00	52.94	23.08	22.78	0.00	18.87	22.22
Unemployment allowance	20.20	0.00	27.45	23.08	41.77	0.00	32.08	31.48
Extra wages to be paid if work given beyond 5 kms	3.94	0.00	7.84	7.69	11.39	0.00	9.43	16.67
Entitled to earn the minimum wage under NREGS	91.13	100.00	97.06	69.23	87.34	100.00	93.40	87.04
Weekly	43.35	0.00	46.08	15.38	15.19	0.00	12.26	12.96
Two weeks	31.53	100.00	33.33	46.15	10.13	0.00	7.55	7.41
More than two weeks	23.15	0.00	19.61	30.77	0.00	0.00	0.94	1.85
RTI Act	1.97	0.00	0.00	0.00	6.33	0.00	10.38	18.52
Social audit	0.49	0.00	0.00	0.00	2.53	0.00	3.77	3.70
First aid	20.20	0.00	6.86	46.15	20.25	0.00	29.25	29.63
Drinking water	50.74	50.00	36.27	53.85	35.44	0.00	43.40	46.30
Shade and floor sheet for workers	4.93	0.00	3.92	38.46	17.72	0.00	21.70	37.04
Free of charge for medical treatment	4.43	0.00	0.98	38.46	-	-	-	-
Payment of allowance if hospitalized	4.43	0.00	0.98	38.46	-	-	-	-
Payment of ex-gratia death	5.42	0.00	2.94	38.46	-	-	-	-
Periods of rest	50.25	50.00	46.08	46.15	43.04	0.00	39.62	29.63
Payment of wages to women deputed to look after children in the work site	4.93	0.00	0.98	38.46	-	-	-	-
Payment of At least one fourths wage as cash	5.42	0.00	1.96	38.46	-	-	-	-
No discrimination on wage between men & women	29.06	0.00	28.43	46.15	40.51	0.00	20.75	14.81
No involvement of Contractor at the work	13.79	0.00	11.76	53.85	-	-	-	-
No use of Machinery at the work	11.82	0.00	10.78	53.85	-	-	-	-
Approved PRI through GP	5.91	0.00	1.96	38.46	-	-	-	-
NREGS information in the prescribed walls regularly	3.45	0.00	1.96	38.46	-	-	-	-
Publications of summary of the scheme progress in news paper	3.45	0.00	1.96	38.46	-	-	-	-
One third of wage seekers should be women	2.96	0.00	0.98	38.46	-	-	-	-
Vigilance and monitoring committee	3.94	0.00	1.96	38.46	-	-	-	-
Employment Guarantee Scheme Committee	3.45	0.00	1.96	38.46	-	-	-	-
System of Mate	3.45	0.00	1.96	38.46	-	-	-	-
System of Field Assistant	2.96	0.00	1.96	38.46	-	-	-	-

### 3. Across the Different Occupational Groups

It may be mentioned here that the occupations as pension, professional services and remittances receiving households has been put in the category of other occupation. Accordingly the awareness pattern of both participants and non participants about different provisions has been carried out by classifying them into eight occupational categories.

### **i. Job Card Practices**

A very high proportion of over 81 percent of respondents, consisting 97 percent participants and 35 percent non-participants of non-agricultural labour and all the NREGA labour households were aware of the provision of their adult family members are entitled to work under NREGA. But to the highest level of only 11 percent respondents from agricultural self employed households, comprising a highest proportion of respondents at 7 percent NREGA Labour among participants and 19 percent respondents among agricultural self employed households were aware about the time limit for providing job card.

### **ii. Application for Work**

Again a highest proportion of 94 percent respondents from NREGA labour followed by 83 percent respondents from agricultural labour households and a lowest proportion of respondents from service households were aware about the entitlement of days of providing employment to be provided to their household. Among the participants and non participants such respondents were highest at 93 percent from NREGA labour households followed by 89 percent from agricultural self employed households in case of participants while it was highest at 76 percent from agricultural labour households followed by 69 percent from non-agricultural self employed households in case of non-participants.

Similarly, the proportion of respondents who were aware about the time limit for getting employment after registration were highest at 86 percent from NREGA labour households and lowest at 18 percent from service households. Among the participants and non-participant respondents the concern proportion of respondents for former was again highest from NREGA labour households and in case of latter it was highest from non-agricultural self employed households.

### **iii. Practices of Employment and Earning**

The proportion of households who were aware about the provision of extra wages to be paid if work given beyond 5 kms from their GP were highest at 10 percent and 7 percent respondents among agricultural self employed and non-agricultural self employed households respectively. While no respondent from NREGA labour households were aware about such provision. However among participants and non participants such awareness was available to a larger proportion of latter group's respondents than the former groups of respondents and, in particular to respondents of non agricultural labour households.

In terms of the provision of un-employment allowance, all the casts of respondents among both participants and non participants were more or less aware though their proportion was highest among the NREGA labour households both in totality term and in particular among the participants.

Awareness regarding the entitlement of minimum wages fixed under NREGA was available to a very high proportion of both participant and non-participant households. As such awareness was to all the respondents of NREGA labour households followed by 93 percent agricultural self employed households. Even among participants the proportion of such respondents were ranging highest from 100 percent to lowest at 88 percent among the respondents of NREGA labour households and non agricultural labour households respectively. Also all the non-participant respondents from NREGA labour, non-agricultural labour and rent taker households were aware about the concerned provision. However no respondent was aware about the time limit within the wages to be paid after the completion of work while a majority of both participants and non participants among all the castes had reported in favor of weekly payment of wages.

#### **iv. Worksite Facilities, Work Wages and Working Conditions**

Analysing at the pattern of awareness prevailing among the respondents of different occupational groups of households it revealed that a majority of respondents from different castes were more or less aware about the provisions like drinking water, period of rest, first aid and payment of at least one fourth wages as cash. But, the participants from NREGA Labour households were dominating in getting awareness in these all provisions. Otherwise, the proportion of both non-participants and participants among all the castes of households who were aware about remaining provision to be available at worksite were below the mark of 10 percent. Exception was the case that nearly 12 percent of participants from agricultural labour household were aware about the provisions of each shed and floor sheet, free medical treatment, payment of allowance if hospitalized and payment of ex-gratis death. And from the same group, between 10 to 14 percent respondents among other than rent taker and other occupations and one third among NREGA labour were aware about the no use of machinery and no involvement of contractor at work site. Even the non participants from all the occupational categories were better aware than the participants in case of certain provisions such as the provisions of providing shed and floor sheet for workers, drinking water etc.

#### **v. Other Provisions**

The awareness regarding RTI Act and social audit was largely lacking to different occupational categories of both participant and non-participant households. In fact only 1.97 percent and less than 1 percent participants from agricultural self employed households were aware about RTI Act and social audit respectively. But from such occupation the proportion of non participants were higher than the participants who were aware about both the provisions. The non participants were not aware about any of the other provisions while among the

participants a highest proportion of over one third proportion among the NREGA labour households and 17 percent and 14 percent among the agriculture self employed households were aware about the provision of no involvement of contractor and no use of machinery at the worksite respectively. Otherwise, the proportion of participants from all the occupations who were aware about remaining provisions were less than 10 percent. Exception was only 10 percent respondents among NREGA labour household were aware about remaining provisions.

**Table 4.6 (i). Distribution of Different Occupational Categories of Respondents by Level of Awareness about the Different Provisions of NREGA**

Proportion of HH by Dimension of Awareness	Self employed	Self emp non agri	Agri lab	Service	Non-agri lab	NREGS labour	Rent taker	Others
Having a job card	59.17	60.00	72.73	23.53	81.48	100.00	0.00	60.00
Days of work	63.02	80.00	83.33	58.82	59.26	93.75	50.00	40.00
Time limit for providing job card	7.69	11.43	4.55	0.00	1.23	6.25	0.00	0.00
Time limit for providing employment	43.79	60.00	27.27	17.65	50.62	87.50	50.00	40.00
Unemployment allowance	28.40	25.71	9.09	58.82	28.40	62.50	50.00	20.00
Extra wages to be paid if work given beyond 5 kms	9.76	5.71	4.55	5.88	7.41	0.00	0.00	0.00
Entitled to earn the minimum wage under NREGS	91.12	91.43	90.91	88.24	91.36	100.00	100.00	80.00
Weekly	21.60	45.71	43.94	5.88	45.68	75.00	0.00	20.00
Two weeks	25.44	22.86	22.73	5.88	14.81	6.25	100.00	20.00
More than two weeks	13.91	8.57	9.09	0.00	17.28	12.50	0.00	20.00
Are you aware about RTI Act	6.21	5.71	0.00	23.53	3.70	0.00	0.00	0.00
Are you aware of social audit	1.78	5.71	0.00	5.88	0.00	0.00	0.00	0.00
First aid	24.85	8.57	21.21	5.88	13.58	6.25	0.00	60.00
Drinking water	48.52	22.86	37.88	11.76	45.68	50.00	0.00	60.00
Shade and floor sheet	17.46	2.86	15.15	5.88	4.94	6.25	0.00	0.00
Free medical treatment	1.78	2.86	9.09	0.00	2.47	0.00	0.00	0.00
Payment of allowance if hospitalized	1.78	2.86	9.09	0.00	2.47	0.00	0.00	0.00
Payment of ex-gratia death	2.37	5.71	9.09	0.00	3.70	0.00	0.00	0.00
Periods of rest	40.53	51.43	33.33	35.29	62.96	68.75	50.00	40.00
Payment of wages to women deputed to look after children in the work site	2.07	2.86	9.09	0.00	2.47	0.00	0.00	0.00
At least one fourths wage as cash only	2.66	2.86	9.09	0.00	2.47	0.00	0.00	0.00
There is no discrimination of wage between men women	28.11	22.86	28.79	23.53	27.16	50.00	0.00	0.00
No involvement of Contractor in the work	8.58	5.71	10.61	0.00	3.70	37.50	0.00	0.00
No use of Machinery in the work	7.40	5.71	10.61	0.00	3.70	31.25	0.00	0.00
Approved work by PRI through GP	2.96	5.71	9.09	0.00	1.23	0.00	0.00	0.00
NREGS Information in the prescribed walls regularly	1.78	2.86	9.09	0.00	1.23	0.00	0.00	0.00
Publications of summary of the scheme progress in news paper	1.78	2.86	9.09	0.00	1.23	0.00	0.00	0.00
One third of wage seekers should be women	1.18	2.86	9.09	0.00	1.23	0.00	0.00	0.00
Vigilance and monitoring committee	1.78	5.71	9.09	0.00	1.23	0.00	0.00	0.00
Employment Guarantee Scheme Committee	1.78	2.86	9.09	0.00	1.23	0.00	0.00	0.00
System of Mate	1.78	2.86	9.09	0.00	1.23	0.00	0.00	0.00
System of Field Assistant	1.48	2.86	9.09	0.00	1.23	0.00	0.00	0.00

Table 4.6 (ii). Distribution of Different Occupational Categories Participants and Non – Participants by Level of Awareness of Different Provisions of NREGA

Proportion of HH by Dimension of Awareness	Participants							Non-Participants						
	Self emp	Self emp non agri	Agri lab	Non-agri lab	NREGS lab	Rent taker	Other	Self emp	Self emp non agri	Agri lab	Service	Non-agri lab	Rent Taker	Others
Having a job card	91.33	100.00	89.80	96.72	100.00	0.00	100.00	25.45	12.50	23.53	23.53	35.00	0.00	25.42
Days of work	82.08	89.47	85.71	63.93	93.33	100.00	50.00	43.03	68.75	76.47	58.82	45.00	0.00	48.33
Time limit for providing job card	5.20	5.26	0.00	1.64	6.67	0.00	0.00	10.30	18.75	17.65	0.00	0.00	0.00	9.58
Time limit for providing employment	65.32	68.42	32.65	65.57	93.33	100.00	50.00	21.21	50.00	11.76	17.65	5.00	0.00	20.83
Unemployment allowance	23.12	10.53	10.20	24.59	66.67	0.00	0.00	33.94	43.75	5.88	58.82	40.00	100.00	35.00
Extra wages to be paid if work given beyond 5 kms	6.94	5.26	4.08	3.28	0.00	0.00	0.00	12.73	6.25	5.88	5.88	20.00	0.00	11.67
Entitled to earn the minimum wage under NREGS	93.06	89.47	91.84	88.52	100.00	100.00	100.00	89.09	93.75	88.24	88.24	100.00	100.00	90.00
<b>Time limit for Payment of Wages supposed to be paid</b>														
Weekly	30.06	52.63	59.18	54.10	80.00	0.00	50.00	12.73	37.50	0.00	5.88	20.00	0.00	13.33
Two weeks	42.20	31.58	26.53	19.67	6.67	100.00	0.00	7.88	12.50	11.76	5.88	0.00	100.00	8.33
More than two weeks	26.01	15.79	12.24	22.95	13.33	0.00	50.00	1.21	0.00	0.00	0.00	0.00	0.00	0.83
RTI Act	0.58	5.26	0.00	3.28	0.00	0.00	0.00	12.12	6.25	0.00	23.53	5.00	0.00	10.83
Social audit	0.00	5.26	0.00	0.00	0.00	0.00	0.00	3.64	6.25	0.00	5.88	0.00	0.00	3.33
First aid	17.34	10.53	22.45	16.39	0.00	0.00	50.00	32.73	6.25	17.65	5.88	5.00	0.00	26.25
Drinking water	46.82	31.58	38.78	55.74	46.67	0.00	50.00	50.30	12.50	35.29	11.76	15.00	0.00	41.25
Shade and floor sheet	5.78	5.26	12.24	3.28	0.00	0.00	0.00	29.70	0.00	23.53	5.88	10.00	0.00	23.75
Free medical treatment	3.47	5.26	12.24	3.28	0.00	0.00	0.00	-	-	-	-	-	-	-
Payment of allowance if hospitalized	3.47	5.26	12.24	3.28	0.00	0.00	0.00	-	-	-	-	-	-	-
Payment of ex-gratia death	4.62	10.53	12.24	4.92	0.00	0.00	0.00	-	-	-	-	-	-	-
Periods of rest	43.93	52.63	34.69	65.57	73.33	100.00	50.00	36.97	50.00	29.41	35.29	55.00	0.00	38.33
Payment of wages to women deputed to look after children in the work site	4.05	5.26	12.24	3.28	0.00	0.00	0.00	-	-	-	-	-	-	-
At least one fourths wage as cash only	5.20	5.26	12.24	3.28	0.00	0.00	0.00	-	-	-	-	-	-	-
There is no discrimination of wage between men and women	30.06	15.79	24.49	31.15	53.33	0.00	0.00	26.06	31.25	41.18	23.53	15.00	0.00	25.83
No involvement of Contractor in the work	16.76	10.53	14.29	4.92	40.00	0.00	0.00	-	-	-	-	-	-	-
No use of Machinery in the work	14.45	10.53	14.29	4.92	33.33	0.00	0.00	-	-	-	-	-	-	-
Approved work by PRI through GP	5.78	10.53	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-
NREGS INFORMATION in the prescribed walls regularly	3.47	5.26	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-
Publications of summary of the scheme progress in news paper	3.47	5.26	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-
One third of wage seekers should be women	2.31	5.26	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-
Vigilance and monitoring committee	3.47	10.53	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-
Employment Guarantee Scheme Committee	3.47	5.26	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-
System of Mate	3.47	5.26	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-
System of Field Assistant	2.89	5.26	12.24	1.64	0.00	0.00	0.00	-	-	-	-	-	-	-



#### **4. DIFFERENT CATEGORY OF FARMERS**

In the context of examining the emerging awareness pattern of different provisions of NREGA among the farming communities we have divided farm households into three categories as marginal, small, medium and large farmers.

##### **i. Job Card Practices**

Over half of both small and medium farmers as against 70 percent marginal farmers were aware about the entitlement of their adult family members under NREGA work. In this context, all the large farmers among participants as against 39 percent non-participants were aware. However, a very small proportion of 14 percent among marginal farmers and less than 5 percent from other farmer were aware regarding the time limit for providing job card. However, among non-participants such proportion of respondents was highest for marginal farmers.

##### **ii. Application for work**

Nearly two third respondents from other than small farmers and all the farm categories among non-participants were aware about the days of entitlement of work during a year. Also a very significant proportion of over half of marginal farmers and over three fourth of participants from other than large farmers were aware about the time limit for providing employment after registration.

##### **iii. Practices of Employment and Earnings**

A very large proportion of between 88 percent to 97 percent and almost all the respondents of different farm categories were aware about the provision of prescribed minimum wages and entitlement of minimum wages to be paid under NREGA respectively. But the proportion of respondents who were aware about the provision of un employment allowance were highest at 43 percent among small farmers. Even the highest proportion of such respondents among participants and non participants were from the same farmers group. Lowest level of awareness was viewed among both participants and non participants as far as the awareness in regard to the provision of extra wages to be paid if work given beyond 5 kms from the village of respondent

##### **iv. Worksite Facilities, Work, Wages and Working Conditions**

Further, it revealed that the respondents of different farm categories were made aware mostly in matter related the provision of drinking water, period of rest and equal wages to be given to both men and women. However the proportion of respondents both participants and non participants who were aware about all these provisions were significantly higher among marginal farmers as compared to remaining categories of farmers. Similarly, a very large



proportion of 87 percent medium farmers followed by 70 percent marginal farmers were well aware for not involving contractor in work. Also the proportion of participants who were aware about other provisions to be made available at worksite were higher among medium farmers than the other category of farmers.

## V. Other Provisions

A very high majority of both participants and non participants belonging to different farm categories of households were lacking awareness regarding various other provisions laid down under the NREGA. Even the farmers who were aware about RTI Act and social audit accounted highest at 9 percent and 5 percent both among larger farmers. Among the participants only 2 percent from marginal farmers were aware about RTI Act while none of them were aware about the social audit.

**Table 4.7(i). Distribution of Different Categories of Farmers by Level of Awareness about the Different Provisions of NREGA**

Proportion of HH by Dimension of Awareness	All Participant and Non-participant Households			
	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer
Having a job card	70.19	57.69	51.32	41.86
Days of work	67.70	56.73	68.42	65.12
Time limit for providing job card	14.29	1.92	2.63	4.65
Time limit for providing employment	53.42	44.23	36.84	20.93
Unemployment allowance	16.77	43.27	28.95	39.53
Extra wages to be paid if work given beyond 5 kms	9.94	8.65	6.58	2.33
Entitled to earn the minimum wage under NREGS	89.44	95.19	97.37	88.37
Weekly	28.57	22.12	19.74	30.23
Two weeks	24.84	24.04	27.63	13.95
More than two weeks	19.88	13.46	7.89	0.00
RTI Act	4.35	5.77	7.89	9.30
Social audit	0.62	1.92	1.32	4.65
First aid	34.78	17.31	11.84	4.65
Drinking water	57.14	43.27	30.26	9.30
Shade and floor sheet for workers	16.15	12.50	5.26	2.33
Free medical treatment	1.24	2.88	3.95	2.33
Payment of allowance if hospitalized	1.24	2.88	3.95	2.33
Payment of ex-gratis death	1.24	3.85	3.95	2.33
Periods of rest	55.28	36.54	36.84	34.88
Payment of wages to women deputed to look after children in the work site	1.86	3.85	2.63	2.33
At least one fourths wage as cash only	1.86	3.85	5.26	2.33
There is no discrimination of wage between men women	35.40	29.81	19.74	11.63
No involvement of Contractor in the work	7.45	8.65	10.53	6.98
No use of Machinery in the work	5.59	10.58	6.58	6.98
Approved work by PRI through GP	1.86	3.85	5.26	2.33
NREGS in the prescribed walls regularly	1.86	1.92	2.63	2.33
Publications of summary of the scheme progress in news paper	1.86	1.92	2.63	2.33
One third of wage seekers should be women	1.24	0.96	2.63	2.33
Vigilance and monitoring committee	1.86	1.92	2.63	2.33
Employment Guarantee Scheme Committee	1.86	1.92	2.63	2.33
System of Mate	1.86	1.92	2.63	2.33
System of Field Assistant	1.86	0.96	2.63	2.33

Table 4.7 (ii). Distribution of Different Category of Farm of Participants and Non – Participants by Level of Awareness of Different Provisions of NREGA

Proportion of HH by Dimension of Awareness	Participants				Non-Participants			
	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer
Having a job card	90.72	96.36	88.24	100.00	39.06	14.29	21.43	21.88
Days of work	79.38	81.82	85.29	81.82	50.00	28.57	54.76	59.38
Time limit for providing job card	6.19	3.64	5.88	0.00	26.56	0.00	0.00	6.25
Time limit for providing employment	68.04	65.45	67.65	27.27	31.25	20.41	11.90	18.75
Unemployment allowance	20.62	32.73	26.47	27.27	10.94	55.10	30.95	43.75
Extra wages to be paid if work given beyond 5 kms	8.25	7.27	5.88	0.00	12.50	10.20	7.14	3.13
<b>Time limit for payment of wages</b>								
Weekly	71.74	91.30	53.33	46.15	20.31	4.08	16.67	21.88
Two weeks	71.74	82.61	133.33	38.46	10.94	12.24	2.38	3.13
More than two weeks	65.22	60.87	40.00	0.00	3.13	0.00	0.00	0.00
RTI Act	2.17	0.00	0.00	0.00	9.38	12.24	14.29	12.50
Social audit	0.00	0.00	0.00	0.00	1.56	4.08	2.38	6.25
First aid	45.65	39.13	46.67	15.38	54.69	18.37	4.76	0.00
Drinking water	113.04	95.65	126.67	30.77	62.50	46.94	9.52	0.00
Shade and floor sheet for workers	6.52	17.39	20.00	7.69	35.94	18.37	2.38	0.00
Free of charge for medical treatment	4.35	13.04	20.00	7.69	0.00	0.00	0.00	0.00
Payment of allowance if hospitalized	4.35	13.04	20.00	7.69	0.00	0.00	0.00	0.00
Payment of ex-gratis death	4.35	17.39	20.00	7.69	0.00	0.00	0.00	0.00
Periods of rest	119.57	104.35	86.67	30.77	53.13	28.57	35.71	34.38
Payment of wages to women deputed to look after children in the work site	6.52	17.39	13.33	7.69	0.00	0.00	0.00	0.00
At least one fourths wage as cash only	6.52	17.39	26.67	7.69	0.00	0.00	0.00	0.00
There is no discrimination of wage between men women	69.57	86.96	53.33	30.77	39.06	22.45	16.67	3.13
No involvement of contractor in the work	26.09	39.13	53.33	23.08	0.00	0.00	0.00	0.00
No use of Machine in the work	19.57	47.83	33.33	23.08	0.00	0.00	0.00	0.00
Approved work by PRI through GP	6.52	17.39	26.67	7.69	0.00	0.00	0.00	0.00
NREGS Information in the prescribed walls regularly	6.52	8.70	13.33	7.69	0.00	0.00	0.00	0.00
Publications of summary of the scheme progress in news paper	6.52	8.70	13.33	7.69	0.00	0.00	0.00	0.00
One third of wage seekers should be women	4.35	4.35	13.33	7.69	0.00	0.00	0.00	0.00
Vigilance and monitoring committee	6.52	8.70	13.33	7.69	0.00	0.00	0.00	0.00
Employment Guarantee Scheme Committee	6.52	8.70	13.33	7.69	0.00	0.00	0.00	0.00
System of Mate	6.52	8.70	13.33	7.69	0.00	0.00	0.00	0.00
System of Field Assistant	6.52	4.35	13.33	7.69	0.00	0.00	0.00	0.00

## 5. Across the Different Type of Ration Card Holding Households

### i. Job Card Practices

The awareness regarding the entitlement of their adult family members to work under NREGA was available to a highest proportion of 87 per cent general ration card holders followed

by 85 per cent Antigo days ration card holders. Among participants and non-participants who were aware on corneal provision were as high as all among general ration card holders from farmer and 50 per cent among Antigo days ration card holders from latter group.

However a very small proportion of different types of ration card holders accounting highest 2 per cent general ration card holders, 5 per cent Antigo days card holders among participants and 23 per cent no ration card holder among were aware regarding the time limit for providing job card after request.

## **ii. Application for Work**

A very high proportion of nearly 70 per cent general ration cardholders followed by 74 per cent BPL Ration Card holders were possessing awareness about the time limit for providing employment after registration for work. Such proportion of respondents among participants varied between highest from all Annapurna Ration Card holders to lowest at 75 pr cent Antigo days ration cardholders. Among Non-Participants highest proportion of 64 per cent respondents were aware among the Antigo days ration card holders were more aware than other ration card holders among both participants and non-participants in provision of time limit for providing employment after registration for work.

## **iii. Practice of Employment and Earnings**

As far as the provision of un-employment allowance is concerned a highest proportion of nearly one third were APL Card holders. While among participants and non-participants the highest proportion of 29 per cent were general ration card holders and 36 per cent among Antigo days ration card holders respectively.

However a very small proportion of respondents accounting for highest at 4 per cent APL ration card holders among participants and 18 per cent Antigo days ration card holders among non-participants were aware about the provision of extra wages to be paid if work is given beyond 5 kms from the village. But, a very large proportion of both participants and non-participants among all the categories of ration card holders were aware about the entitlement to earn the minimum wages under NREGA. However, the time limit for payment of wages was not available to any respondents. Infact, a majority of different card holders were getting their wages on weekly basis.

#### **iv. Work-site Facilities**

The type of provision to be made available at the worksite were not known to a majority of different categories of ration cards. But a highest proportion of 42 per cent APL ration card holders among participants were aware about the provision of both drinking water and period of rest at the worksite. Another 27 per cent and 13 per cent were aware about not making any discrimination in wages on the ground of gender and providing shed and floor sheet for workers. Even a highest and almost similar proportion of respondents among different ration card holders as was found in case of APL Card holders were aware about there provisions. The awareness regarding other provision to be made at work site was reached to a highest proportion of 12 per cent for Antyodaya Ration Card holders. Again a maximum proportion of different type of ration card holders and non- ration card holding households among both participants and non-participant were aware regarding the facility of drinking water to be provided at work site, period of rest and avoiding discrimination in wages against women. But the proportion of non-participants were significantly higher than the participation which were aware about the provision of drinking water among Antyodaya ration card holders and general ration card holders. In possessing awareness about remaining provisions the proportion of different card holders among participants were leading over to their non –participants. Even the proportion of different type of ration card holdings participants who were aware about remaining provision, except the provision of not using machinery at worksite and not involving contractor in work were less than 10 per cent points.

#### **v. Other Provisions**

Surprisingly, almost the category of ration card holders except below 1 per cent BPL ration Card holders among the participants and baring 3 per cent no card holders were not aware about the provision of social audit. Also none of the participant among APL and not ration card holding was aware about the RTI Act while nearly 2 per cent both BPL and Antigo days ration card holders were aware about this Act. Even in case of remaining provision only less than 10 percent respondents possessing different type of ration card among participants were aware.

Table 4.8 (i). **Distribution of Different Ration Cards of All Respondents by Level of Awareness about the Different Provisions of NREGA**

Proportion of HH by Dimension of Awareness	All Participant and Non-participant Households					
	APL	BPL	Antotdya	No ration card	Other	Total
Having a job card	47.94	72.92	85.29	28.57	86.67	63.93
Days of work	57.73	73.96	72.55	54.76	70.00	66.43
Time limit for providing job card	5.67	5.21	4.90	21.43	0.00	6.25
Time limit for providing employment	41.75	45.31	46.08	33.33	60.00	44.29
Unemployment allowance	35.57	26.56	18.63	21.43	26.67	27.86
Extra wages to be paid if work given beyond 5 kms	9.28	9.38	5.88	4.76	3.33	8.04
Entitled to earn the minimum wage under NREGS	93.81	89.06	95.10	80.95	90.00	91.25
<b>Time Limit for Providing Wages</b>						
Weekly	20.62	36.98	36.27	21.43	40.00	30.18
Two weeks	20.62	23.96	27.45	7.14	26.67	22.50
More than two weeks	9.79	15.10	14.71	2.38	30.00	13.04
RTI Act	8.25	3.65	1.96	11.90	0.00	5.36
Social audit	3.61	0.52	0.00	2.38	0.00	1.61
First aid	21.13	17.71	20.59	33.33	23.33	20.89
Drinking water	42.27	42.71	48.04	42.86	53.33	44.11
Shade and floor sheet for workers	12.89	10.94	12.75	33.33	10.00	13.57
Free of charge for medical treatment	0.52	2.60	6.86	0.00	6.67	2.68
Payment of allowance if hospitalized	0.52	2.60	6.86	0.00	6.67	2.68
Payment of ex-gratis death	1.55	3.13	7.84	0.00	6.67	3.39
Periods of rest	41.75	43.75	50.00	42.86	46.67	44.29
Payment of wages to women deputed to look after children in the work site	0.52	2.08	8.82	0.00	6.67	2.86
At least one fourths wage as cash only	0.52	3.65	6.86	0.00	10.00	3.21
No discrimination of wage between men and women	27.32	23.44	36.27	23.81	36.67	27.86
No involvement of Contractor in the work	5.67	9.38	11.76	0.00	20.00	8.39
No use of Machinery in the work	4.64	8.33	10.78	0.00	20.00	7.50
Approved work by PRI through GP	0.52	3.65	6.86	0.00	13.33	3.39
NREGS information in the prescribed walls regularly	0.52	2.60	5.88	0.00	6.67	2.50
Publications of summary of the scheme progress in news paper	0.52	2.60	5.88	0.00	6.67	2.50
One third of wage seekers should be women	0.00	2.08	5.88	0.00	6.67	2.14
Vigilance and monitoring committee	0.52	3.13	5.88	0.00	6.67	2.68
Employment Guarantee Scheme Committee	0.52	2.60	5.88	0.00	6.67	2.50
System of Mate	0.52	2.60	5.88	0.00	6.67	2.50
System of Field Assistant	0.52	2.08	5.88	0.00	6.67	2.32



Table 4.8 (ii). **Distribution of Different Ration Cards of Participants and Non – Participants by Level of Awareness of Different Provisions of NREGA**

Proportion of HH by Dimension of Awareness	Participant Households						Non-Participant Households					
	APL	BPL	Anto daya	No ration card	Others	Total	APL	BPL	Anto daya	No ration card	Other	Total
Having a job card	91.14	93.13	95.00	100.00	89.29	92.81	18.26	29.51	50.00	25.00	50.00	25.42
Days of work	83.54	82.44	75.00	100.00	71.43	80.00	40.00	55.74	63.64	52.50	50.00	48.33
Time limit for providing job card	3.80	3.82	5.00	0.00	0.00	3.75	6.96	8.20	4.55	22.50	0.00	9.58
Time limit for providing employment	70.89	60.31	55.00	100.00	57.14	61.88	21.74	13.11	13.64	30.00	100.00	20.83
Unemployment allowance	24.05	25.95	13.75	0.00	28.57	22.50	43.48	27.87	36.36	22.50	0.00	35.00
Extra wages to be paid if work given beyond 5 kms	3.80	8.40	2.50	0.00	3.57	5.31	13.04	11.48	18.18	5.00	0.00	11.67
Entitled to earn the minimum wage under NREGS	92.41	90.84	97.50	0.00	89.29	92.19	94.78	85.25	86.36	85.00	100.00	90.00
<b>Time limit for providing Wages</b>												
Weekly	37.97	45.80	45.00	50.00	35.71	42.81	8.70	18.03	4.55	20.00	100.00	13.33
Two weeks	35.44	32.06	33.75	0.00	28.57	33.13	10.43	6.56	4.55	7.50	0.00	8.33
More than two weeks	22.78	21.37	18.75	50.00	32.14	22.19	0.87	1.64	0.00	0.00	0.00	0.83
RTI Act	0.00	2.29	1.25	0.00	0.00	1.25	13.91	6.56	4.55	12.50	0.00	10.83
Social audit	0.00	0.76	0.00	0.00	0.00	0.31	6.09	0.00	0.00	2.50	0.00	3.33
First aid	15.19	15.27	18.75	0.00	25.00	16.88	25.22	22.95	27.27	35.00	0.00	26.25
Drinking water	48.10	45.04	45.00	50.00	50.00	46.25	38.26	37.70	59.09	42.50	100.00	41.25
Shade and floor sheet	2.53	5.34	8.75	0.00	10.71	5.94	20.00	22.95	27.27	35.00	0.00	23.75
Free of charge for medical treatment	1.27	3.82	8.75	0.00	7.14	4.69	0.00	0.00	0.00	0.00	0.00	0.00
Payment of allowance if hospitalized	1.27	3.82	8.75	0.00	7.14	4.69	0.00	0.00	0.00	0.00	0.00	0.00
Payment of ex-gratia death	3.80	4.58	10.00	0.00	7.14	5.94	0.00	0.00	0.00	0.00	0.00	0.00
Periods of rest	51.90	45.04	52.50	50.00	46.43	48.75	34.78	40.98	40.91	42.50	50.00	38.33
Payment of wages to women deputed to look after children in the work site	1.27	3.05	11.25	0.00	7.14	5.00	0.00	0.00	0.00	0.00	0.00	0.00
At least one fourths wage as cash only	1.27	5.34	8.75	0.00	10.71	5.63	0.00	0.00	0.00	0.00	0.00	0.00
No discrimination of wage between men and women	27.85	25.19	36.25	0.00	35.71	29.38	26.96	19.67	36.36	25.00	50.00	25.83
No involvement of Contractor in the work	13.92	13.74	15.00	0.00	21.43	14.69	0.00	0.00	0.00	0.00	0.00	0.00
No use of Machinery in the work	11.39	12.21	13.75	0.00	21.43	13.13	0.00	0.00	0.00	0.00	0.00	0.00
Approval of work by PRI through GP	1.27	5.34	8.75	0.00	14.29	5.94	0.00	0.00	0.00	0.00	0.00	0.00
NREGS Information in the prescribed walls regularly	1.27	3.82	7.50	0.00	7.14	4.38	0.00	0.00	0.00	0.00	0.00	0.00
Publications of summary of the scheme progress in news paper	1.27	3.82	7.50	0.00	7.14	4.38	0.00	0.00	0.00	0.00	0.00	0.00
One third of wage seekers should be women	0.00	3.05	7.50	0.00	7.14	3.75	0.00	0.00	0.00	0.00	0.00	0.00
Vigilance and monitoring committee	1.27	4.58	7.50	0.00	7.14	4.69	0.00	0.00	0.00	0.00	0.00	0.00
Employment Guarantee Scheme Committee	1.27	3.82	7.50	0.00	7.14	4.38	0.00	0.00	0.00	0.00	0.00	0.00
System of Mate	1.27	3.82	7.50	0.00	7.14	4.38	0.00	0.00	0.00	0.00	0.00	0.00
System of Field Assistant	1.27	3.05	7.50	0.00	7.14	4.06	0.00	0.00	0.00	0.00	0.00	0.00



## **6. Across the Income Groups of Households**

The pattern of awareness among the respondents in connection to different provisions of NREGA has been further assessed according to the size of gross annual income of their household. From the view point of better presentation of results the different income groups has been re-arranged into lowest, middle and higher income groups by putting two given income groups in one group.

### **i. Job Card Practices**

It seems that there is a strong positive relationship between the size of income of households and the proportion of respondents who were aware about the provision of their adult family members are entitled for work under the NREGA. But a negative relationship was establishing in matters related to the size of household income and the proportion of respondents were aware about the time limit for providing job card after the request. But the respective relationship was not true in response to both the matters. Even this relationship was reversal in case of participants and positive for non-participants in both the matters.

### **ii. Application for Work**

Further it revealed that in spite of a significant proportion of both participants from different income groups were better aware about the time limit for providing employment after request the proportion of such respondents were relatively higher from middle income group in case of both participants and non-participants. Even the proportion of both participants and non-participants who were aware of the provision of the entitlement of days of work of household every year were negatively related across the different income groups.

### **iii. Practices of Employment and Earnings**

Despite the fact that a very small proportion of respondents were aware about the provision of each un-employment allowance and extra wages to be paid if work given beyond 5 kms away from their village, the proportion of both participants and non-participants who were aware in response to both the provisions were significantly higher from middle income group followed by bottom income group. Even the proportion of respondents who were aware about the entitlement of minimum wages in NREGA were also higher from the middle income group.

### **iv. Worksite Facilities, Work, Wages, and Working Conditions at Worksite**

Among both participants and non participants a majority of them but largely among former than latter groups were aware about the provision of drinking water, first aid, not following discrimination in wages against women and period of rest. Again the proportion of both these groups who were aware about all these major four provisions were negatively related with the size of household income. Even a second majority of participants who were aware regarding the provision of shed and floor sheet for workers, their proportion were also negatively related across

the income groups of households. However awareness regarding remaining provisions which were known to participants only the proportion of them aware about most of these provisions were relatively higher from middle income group followed by larger income group of households.

## v. Other Provisions

In relation to prevailing awareness among participants of different income groups regarding other provisions it was noted that the provisions of RTI Act and social audit which were known to only small proportion of both participants and non participants, the proportions of these both the groups were positively related with the size of income. Even the remaining other provisions which were known to only participants the proportion of these groups were also positively related with the size of income of households in cases of awareness about all the other provisions.

Table 4.9 (i). **Distribution of All Respondents of Different Income Groups by Level of Awareness about the Different Provisions of NREGA**

Proportion of HH by Dimension of Awareness	All Participant and Non –Participant Households					
	Below 10000	10000-20000	20000-30000	30000-40000	40000-50000	50000+
Having a job card	53.33	67.68	75.00	61.54	62.50	25.40
Days of work	46.67	64.02	74.00	73.08	65.00	46.03
Time limit for providing job card	13.33	3.66	8.00	6.41	5.00	6.35
Time limit for providing employment	40.00	48.78	56.00	30.77	27.50	23.81
Unemployment allowance	6.67	22.56	32.00	29.49	20.00	36.51
Extra wages to be paid if work given beyond 5 kms	0.00	9.15	7.50	5.13	7.50	12.70
Entitled to minimum wage under NREGS	80.00	88.41	93.50	94.87	90.00	90.48
Weekly	26.67	29.88	36.50	23.08	27.50	22.22
Two weeks	20.00	20.73	23.00	28.21	30.00	14.29
More than two weeks	0.00	20.73	15.00	7.69	5.00	1.59
RTI Act	0.00	2.44	2.50	0.00	7.50	28.57
Social audit	0.00	0.00	1.00	1.28	2.50	7.94
First aid	33.33	20.12	22.50	10.26	25.00	25.40
Drinking water	46.67	51.22	45.50	35.90	45.00	30.16
Shade and floor sheet	6.67	3.05	4.50	1.28	5.00	1.59
Free of charge for medical treatment	6.67	10.98	13.00	10.26	12.50	22.22
Payment of allowance if hospitalized	0.00	3.66	3.50	0.00	2.50	1.59
Payment of ex-gratis death	0.00	4.88	4.50	0.00	2.50	1.59
Periods of rest	53.33	51.83	49.50	28.21	42.50	26.98
Payment of wages to women deputed to look after children in the work site	0.00	4.27	3.50	0.00	2.50	1.59
At least one fourths wage as cash only	0.00	4.27	3.50	2.56	2.50	1.59
No discrimination of wage between men & women	40.00	24.39	38.50	21.79	15.00	15.87
No involvement of contractor in the work	0.00	8.54	11.00	10.26	2.50	3.17
No use of Machinery in the work	0.00	6.71	11.00	7.69	2.50	3.17
Approval of work by PRI through GP	0.00	3.66	4.50	2.56	2.50	1.59
Information on NREGS in the prescribed walls regularly	0.00	3.66	3.00	0.00	2.50	1.59
Publications of summary of the scheme progress in news paper	0.00	3.66	3.00	0.00	2.50	1.59
One third of wage seekers should be women	0.00	3.66	2.00	0.00	2.50	1.59
Vigilance and monitoring committee	0.00	3.66	3.50	0.00	2.50	1.59
Employment Guarantee Scheme Committee	0.00	3.66	3.00	0.00	2.50	1.59
System of Mate	0.00	3.66	3.00	0.00	2.50	1.59
System of Field Assistant	0.00	3.66	2.50	0.00	2.50	1.59

**Table 4.9 (ii). Distribution of Participants and Non – Participants of Different Income Groups by Level of Awareness of Different Provisions of NREGA**

Disproportion of HH by Dimension of Awareness	Participants							Non Participants						
	Below 10000	10000-20000	20000-30000	30000-40000	40000-50000	50000+	Total	Below 10000	10000-20000	20000-30000	30000-40000	40000-50000	50000+	Total
You have a job card	100.00	90.38	92.48	97.56	95.45	92.31	92.81	12.50	28.33	40.30	21.62	22.22	8.00	25.42
Days of work	57.14	76.92	81.20	85.37	81.82	84.62	80.00	37.50	41.67	59.70	59.46	44.44	36.00	48.33
Time limit for providing job card	14.29	1.92	6.02	2.44	0.00	0.00	3.75	12.50	6.67	11.94	10.81	11.11	8.00	9.58
Time limit for providing employment	71.43	68.27	69.17	43.90	27.27	46.15	61.88	12.50	15.00	29.85	16.22	27.78	18.00	20.83
Unemployment allowance	14.29	14.42	30.83	26.83	4.55	23.08	22.50	0.00	36.67	34.33	32.43	38.89	40.00	35.00
Extra wages to be paid if work given beyond 5 kms	0.00	6.73	5.26	7.32	0.00	0.00	5.31	0.00	13.33	11.94	2.70	16.67	16.00	11.67
Entitled to earn the minimum wage under NREGS	85.71	89.42	93.98	95.12	90.91	92.31	92.19	75.00	86.67	92.54	94.59	88.89	90.00	90.00
Wages supposed to be paid after the work is done														
Weekly	57.14	38.46	44.36	36.59	45.45	69.23	42.81	0.00	15.00	20.90	8.11	5.56	10.00	13.33
Two weeks	28.57	26.92	33.08	46.34	45.45	23.08	33.13	12.50	10.00	2.99	8.11	11.11	12.00	8.33
More than two weeks	0.00	32.69	21.80	14.63	4.55	7.69	22.19	0.00	0.00	1.49	0.00	5.56	0.00	0.83
Are you aware about RTI Act	0.00	1.92	1.50	0.00	0.00	0.00	1.25	0.00	3.33	4.48	0.00	16.67	36.00	10.83
Are you aware of social audit	0.00	0.00	0.75	0.00	0.00	0.00	0.31	0.00	0.00	1.49	2.70	5.56	10.00	3.33
First aid	42.86	18.27	16.54	9.76	18.18	15.38	16.88	25.00	23.33	34.33	10.81	33.33	28.00	26.25
Drinking water	57.14	54.81	42.86	41.46	50.00	15.38	46.25	37.50	45.00	50.75	29.73	38.89	34.00	41.25
Shade and floor sheet for workers	14.29	4.81	6.77	2.44	9.09	7.69	5.94	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Free of charge for medical treatment	0.00	5.77	5.26	0.00	4.55	7.69	4.69	12.50	20.00	28.36	21.62	22.22	26.00	23.75
Payment of allowance if hospitalized	0.00	5.77	5.26	0.00	4.55	7.69	4.69	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Payment of ex-gratia death	0.00	7.69	6.77	0.00	4.55	7.69	5.94	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Periods of rest	71.43	57.69	48.87	31.71	40.91	30.77	48.75	37.50	41.67	50.75	24.32	44.44	26.00	38.33
Payment of wages to women deputed to look after children in the work site	0.00	6.73	5.26	0.00	4.55	7.69	5.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
At least one fourths wage as cash only	0.00	6.73	5.26	4.88	4.55	7.69	5.63	0.00	0.00	0.00	0.00	0.00	0.00	0.00
There is no discrimination of wage between men women	42.86	22.12	39.85	26.83	9.09	15.38	29.38	37.50	28.33	35.82	16.22	22.22	16.00	25.83
Contractor should not be involved in the work	0.00	13.46	16.54	19.51	4.55	15.38	14.69	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Machinery should not be used in the work	0.00	10.58	16.54	14.63	4.55	15.38	13.13	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Approved work by PRI through GP	0.00	5.77	6.77	4.88	4.55	7.69	5.94	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Information on NREGS in the prescribed walls regularly	0.00	5.77	4.51	0.00	4.55	7.69	4.38	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Publications of summary of the scheme progress in news paper	0.00	5.77	4.51	0.00	4.55	7.69	4.38	0.00	0.00	0.00	0.00	0.00	0.00	0.00
One third of wage seekers should be women	0.00	5.77	3.01	0.00	4.55	7.69	3.75	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Vigilance and monitoring committee	0.00	5.77	5.26	0.00	4.55	7.69	4.69	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Employment Guarantee Scheme Committee	0.00	5.77	4.51	0.00	4.55	7.69	4.38	0.00	0.00	0.00	0.00	0.00	0.00	0.00
System of Mate	0.00	5.77	4.51	0.00	4.55	7.69	4.38	0.00	0.00	0.00	0.00	0.00	0.00	0.00
System of Field Assistant	0.00	5.77	3.76	0.00	4.55	7.69	4.06	0.00	0.00	0.00	0.00	0.00	0.00	0.00

## **7. Men and Women**

### **i. Job Card Practices**

Further it revealed that the both participant and non-participant women but more in case of latter group of women were largely lacking awareness in terms of various provisions of NREGA. Similar was in matter related to level awareness regarding job card practices, entitlement of adult family members to work under NREGA and the time limit for providing job card after the request was concerned.. Even no women participant was aware about the provision of time limit for providing job card after the request.

### **ii. Application for Work**

Similarly the awareness regarding the provision of entitlement of days of employment to the household every year was available to a significantly higher proportion of men than the women but the reversal was the situation prevailing among them regarding the awareness of time limit for providing employment after registration for work. Again prevailing awareness about the former aspects the proportion of men were fairly much higher than women among both participants and non participants but the women participants were more aware than men in regard to latter provision was concerned. Even no women participant was aware about the provision of time limit for providing job card after the request.

### **iii. Practices of Employment and Earnings**

In totality term the men were more aware than women in matters of different provisions laid down wages and employment conditions. However among the participants the proportion of women were over scoring to their men counterpart in availing awareness in response to the provision of un- employment allowance and entitlement of minimum wages under NREGA. However none of the women participant was aware about the provision of extra wages to be paid if work given beyond 5 kms from the village. Also most women were paid wages after two weeks of completion of work while most men were paid wages on weekly basis.

### **iv. Worksite Facilities, Work Wages and Working Conditions at Worksite**

Further the proportion of women who were aware about various provisions and facilities to be applied at worksite were relatively lower than their men counterpart. Except in the provisions such as no involvement of contractor and no use of machinery in work and the period of rest. Even among participants the more women than men were reported possessing awareness about these provisions. However no women participant was aware about the provisions of shed and floor sheet for workers, free of charge for medical treatment, payment of



allowance if hospitalized, payment of ex-gratis death, payment of wages to women deputed to look after children in the worksite and at least one fourths wages as cash only.

#### v. Other provisions

Despite the fact that most of other facilities except RTI Act and social audit were known to a very small proportion of only participants the study further found no women either participant or the non participant was aware about these other provisions including the RTI Act and social audit.

**Table 4.10. Distribution of Men and Women by Level of Awareness about the Different Provisions of NREGA**

Proportion of HH by Dimension of Awareness	Participant Household		Non-Participant Household		All	
	Men	Women	Men	Women	Men	Women
Having a job card	92.1	100	24.8	35.7	62.6	79.5
Days of work	81.7	63.3	49.6	28.6	67.6	52.3
Time limit for providing job card	4.14	0	9.73	7.14	6.59	2.27
Time limit for providing employment	61.4	66.7	21.7	7.14	44	47.7
Unemployment allowance	22.1	26.7	35.8	21.4	28.1	25
Extra wages to be paid if work given beyond 5 kms	5.86	0	11.5	14.3	8.33	4.55
Entitled of minimum wage under NREGS	91.7	96.7	90.7	78.6	91.3	90.9
Time Limit for Payment of Wages	44.1	30	13.7	7.14	30.8	22.7
Two weeks	32.4	40	8.41	7.14	21.9	29.5
More than two weeks	21.7	26.7	0.88	0	12.6	18.2
RTI Act	1.38	0	11.5	0	5.81	0
Social audit	0.34	0	3.54	0	1.74	0
First aid	17.9	6.67	27	14.3	21.9	9.09
Drinking water	46.9	40	42	28.6	44.8	36.4
Shade and floor sheet	6.55	0	24.8	7.14	14.5	2.27
Free of charge for medical treatment	5.17	0	0	0	2.91	0
Payment of allowance if hospitalized	5.17	0	0	0	2.91	0
Payment of ex-gratis death	6.55	0	0	0	3.68	0
Periods of rest	47.9	56.7	38.1	42.9	43.6	52.3
Payment of wages to women deputed to look after children in the work site	5.52	0	0	0	3.1	0
At least one fourths wage as cash only	6.21	0	0	0	3.49	0
There is no discrimination of wage between men women	30	23.3	26.5	14.3	28.5	20.5
No involvement of Contractor in work	14.1	20	0	0	7.95	13.6
No use of Machinery in work	13.1	13.3	0	0	7.36	9.09
Approved Work by through GP	6.55	0	0	0	3.68	0
Information of NREGS in the prescribed walls regularly	4.83	0	0	0	2.71	0
Publications of summary of the scheme progress in news paper	4.83	0	0	0	2.71	0
One third of wage seekers should be women	4.14	0	0	0	2.33	0
Vigilance and monitoring committee	5.17	0	0	0	2.91	0
Employment Guarantee Scheme Committee	4.83	0	0	0	2.71	0
System of Mate	4.83	0	0	0	2.71	0
System of Field Assistant	4.48	0	0	0	2.52	0

#### IV. LEVEL OF AWARENESS AND CORRELATES

Further, the study has attempted to present the different dimensions of awareness by correlating these dimensions with various characteristics of participants and non-participants. The various indicators of awareness are in three groups of scores. It revealed that there was no respondent among the non-participants in the highest awareness score group of 21 and 33 indicator. Average age of non-participants was significantly higher than the participants in general and in each group of awareness score groups. A little impact of heading the household of female was found in their awareness pattern as only about 1 percent of them among only participants were in the highest score group of awareness.

Further there revealed that no way the level of education of respondents has been influencing about getting awareness for different types of NREGA provisions. However only a highest proportion of secondary educated respondents among both participants and non-participants were in highest score group. Most widows among both the groups were in the bottom score group while only a small proportion of 4 percent married women participants were in the highest score group. It further found that the General caste households from both the groups were scoring better than other caste in terms of possessing awareness of a large number of NREGA provisions. But none of non-participants as against 38 percent general caste participants were in the highest score group. Among the different type of ration card holders the no card holders among both the groups followed by Antyodaya ration card holders among participants were better aware while Annapurna ration card holder were least aware about the provisions of NREGA.

Among the households owned different types of dwelling the proportion of them falling in highest score group were highest at 6 percent among from kachha houses followed by 1 percent among who owned semi pucca houses while a majority of 30 percent households were in the middle score group. However the household who owned their own houses among both the groups were better aware while which were living in rental houses were least aware. It further revealed that the agricultural labour among the participants and agricultural self-employed among non participants were better scoring while rent takers and NREGA labour were poorly scoring in terms of their awareness about various provisions laid down in NREGA.

A positive relationship has been establishing between the size of land holding owned by households and their proportions falling in highest score groups which indicates the fact that higher the size of holding resulting larger the awareness about the various provisions of NREGA of the households. Also the households having children in their family were better scoring than which had adults and aged members in the family among the participants while having adult members in the family were better scorers among non participants. Further least scorer were found among the households having child workers while having male worker in the family were the better scorers in case of both the groups of households. To some up it may articulated that higher the work



participation rate greater the awareness of household members about the provisions of NREGA. This argument is further supported by the fact that households having nuclear family with only one dependent have been better scoring than the other type of households among both the groups. Also a positive relationship was found forming between the per capita income of household and the level of its awareness in case of participant households while a negative association of the proportion of income generated by household from agriculture and the access to asset of household with the pattern of awareness regarding various provisions of NREGA.

**Table 4.11. Level of Awareness and Correlates with Different Socio- economic Characteristics Background of Respondents**

Household Characteristics	Proportion of Participant and Non-participant Households in Different Awareness Groups						
	Participant Households				Non-Participants Households		
	Below 10	11-20	21-33	Total	Below 10	11-20	Total
Average Age (yrs)	39.13	38.76	37.25	39.03	45.83	43.17	45.70
Sex	8.44	0.00	0.94	9.38	0.00	5.83	5.83
<b>Education</b>							
Illiterate	89.33	8.43	2.25	100.00	98.88	1.12	100.00
Literate	89.66	6.90	3.45	100.00	0.00	0.00	100.00
Primary	88.10	9.52	2.38	100.00	95.65	4.35	100.00
Upper Primary	85.11	6.38	8.51	100.00	93.48	6.52	100.00
Secondary	81.25	6.25	12.50	100.00	92.86	7.14	100.00
Higher Secondary	100.00	0.00	0.00	100.00	86.67	13.33	100.00
Above Higher Secondary	100.00	0.00	0.00	100.00	76.92	23.08	100.00
Total	88.44	7.81	3.75	100.00	95.00	5.00	100.00
<b>Proportion by Marital status</b>							
Married	87.63	8.25	4.12	100.00	94.88	5.12	100.00
Widowed	93.33	6.67	0.00	100.00	92.86	7.14	100.00
Divorced	100.00	0.00	0.00	100.00	0.00	0.00	100.00
Unmarried	100.00	0.00	0.00	100.00	0.00	0.00	100.00
Total	88.44	7.81	3.75	100.00	95.00	5.00	100.00
<b>Caste</b>							
SC	88.67	8.37	2.96	100.00	96.20	3.80	100.00
ST	100.00	0.00	0.00	100.00	0.00	0.00	100.00
BC	91.18	7.84	0.98	100.00	96.23	3.77	100.00
Gen	61.54	0.00	38.46	100.00	90.74	9.26	100.00
Total	88.44	7.81	3.75	100.00	95.00	5.00	100.00
<b>Proportions by Type of Ration Card</b>							
APL	89.87	10.13	0.00	100.00	94.78	5.22	100.00
BPL	88.55	7.63	3.82	100.00	95.08	4.92	100.00
Antyodya	90.00	3.75	6.25	100.00	0.00	0.00	100.00
Annpuma	100.00	0.00	0.00	100.00	92.50	7.50	100.00
No ration card	77.78	14.81	7.41	100.00	0.00	0.00	100.00
Don't know	100.00	0.00	0.00	100.00	95.00	5.00	100.00
Total	88.44	7.81	3.75	100.00			
<b>Proportions by Type of dwelling</b>							
Kachha	89.88	4.17	5.95	100.00	95.88	4.12	100.00
Semi-pucca	88.03	10.56	1.41	100.00	84.91	15.09	100.00
Pucca with one floor	70.00	30.00	0.00	100.00	0.00	0.00	100.00
Total	88.44	7.81	3.75	100.00	95.00	5.00	100.00

<b>Proportions by Type of ownership</b>							
Own	89.54	5.86	4.60	100.00	95.35	4.65	100.00
Rent	100.00	0.00	0.00	100.00	0.00	100.00	100.00
Free	85.00	13.75	1.25	100.00	95.83	4.17	100.00
Total	88.44	7.81	3.75	100.00	95.00	5.00	100.00
<b>Proportions by Type of Occupation</b>							
Self –employed (Agriculture)	89.60	7.51	2.89	100.00	93.33	6.67	100.00
Self -employed (non –agriculture)	89.47	5.26	5.26	100.00	93.75	6.25	100.00
Agriculture labour	85.71	4.08	10.20	100.00	0.00	0.00	100.00
Non-agriculture labour	93.44	4.92	1.64	100.00	0.00	0.00	100.00
NREGS labour	60.00	40.00	0.00	100.00	0.00	0.00	100.00
Rent taker	100.00	0.00	0.00	100.00	0.00	0.00	100.00
Other	100.00	0.00	0.00	100.00	0.00	0.00	100.00
Total	88.44	7.81	3.75	100.00	95.00	5.00	100.00
<b>Proportions by Category of farmers</b>							
Landless	88.62	7.32	4.07	100.00	96.23	3.77	100.00
Marginal Farmer	91.75	6.19	2.06	100.00	89.06	10.94	100.00
Small Farmer	85.45	10.91	3.64	100.00	95.92	4.08	100.00
Medium Farmer	82.35	11.76	5.88	100.00	97.62	2.38	100.00
Large Farmer	90.91	0.00	9.09	100.00	0.00	0.00	100.00
Total	88.44	7.81	3.75	100.00	95.00	5.00	100.00
Proportion of Children in the household	87.06	8.67	4.27	100.00	94.78	5.22	100.00
Proportion of Adult Members in the household	89.88	7.09	3.02	100.00	93.50	6.50	100.00
Proportion of aged members in the family	95.35	2.33	2.33	100.00	0.00	0.00	100.00
Total	88.68	7.72	3.60	100.00	94.32	5.68	100.00
Proportion of Child workers among household	100.00	0.00	0.00	100.00	0.00	0.00	100.00
Proportion of Adult workers among the total adults	90.00	7.22	2.78	100.00	95.63	4.37	100.00
Proportion of workers in the family	90.15	7.12	2.74	100.00	95.66	4.34	100.00
Proportion of Male workers among the total males	90.10	6.44	3.47	100.00	95.19	4.81	100.00
Proportion of Female workers among the total females	90.34	8.97	0.69	100.00	98.28	1.72	100.00
<b>Proportions by Type of Household</b>							
Nuclear	88.79	7.33	3.88	100.00	95.00	5.00	100.00
Nuclear family with one dependent	81.48	12.96	5.56	100.00	94.44	5.56	100.00
Joint family	97.06	2.94	0.00	100.00	95.45	4.55	100.00
Total family	88.44	7.81	3.75	100.00	95.00	5.00	100.00
Income per person	4770	4429	4785	4744	8352	9933.3	8441.6
Proportion of income from agricultural labour	11.74	4.58	3.54	10.93	1.88	0.67	1.80
No of household assets owned	87	13	2	102	196	32	228

## V. Profile Based on Group Discussions

During undertaking survey at household level the study team formed one group comprising of beneficiaries and non – beneficiaries with ensuring the representation of all the existing castes of men and women population in each of the sample village to enquire about different aspects of NREGA and initiating direct discussions accordingly. In all 170 beneficiaries and non –beneficiaries of NREGA took participation in the discussions together in the 16 villages. In which the proportion of women was 15 percent. The proportion of respondents participated in focus group discussions were highest at 62 percent among SC. Followed by 22 percent OBC and lowest at 16 percent General Castes. Even the proportion of

farmers was nearly 56 percent as against 24 percent for agricultural labours and 20 percent non – agricultural labours.

### **i. Agents for Creation of Awareness**

During discussions it was found the awareness programmes were mainly organized at the GP level and the Pradhan and Panchayat Secretary happened to be the main agent in providing certain aspects of information on NREGA to the people. Involvement of NGOs in this context was in only 19 percent GPs. That was in almost the districts except in Chandauli. Placement of posters at the walls of public places and organizing of rallies in the villages were the main mode of bringing awareness among the people all the villages.

However, the awareness program was organized for a very short duration especially in Hardoi and Cheri Lakhimpur. Even it was organized during the peak - season of agricultural. Other weaknesses were in terms of organizing camps outside villages. The outcome of all these weaknesses a significant proportion of people of 56 percent villages were lacking knowledge about most of the provisions of NREGA. Therefore, the respondents of half of the villages mainly of Chitrakoot and Chandauli suggested for organizing awareness camps during off – agricultural season. And another second majority of respondents had suggested for involving NGOs in this context.

### **ii. Involvement of Gram Panchayats in NREGA Activities**

A large number of 88 percent GP were involved in conducting different NREGA related activities at the village level. It was only the case of district Chandauli only where 25 GP were not conducting NREGA works. However, a very high proportion of the respondents reported that all section of people were hardly participating in this regard. Even the participation of SC communities was very poor at only 6 percent, which was only in Kheri Lakhimpur. The GP were not considering the views and suggestions of general participants in matter related to NREGA in almost the district except in one village of Chandauli.

Therefore, the shelf of project prepared in the meeting of GP in a large proportion of 75 percent villages was reported do not reflect the need of all the categories of people. In this context, the people of a very high proportion of 38 percent villages recommended for considering the views and suggestions of SC communities in formation of the shelf of project at the GP level. In addition the respondents of half of the villages had suggested that imparting awareness to different communities about the preparation of the shelf of project would possibly a alternative option for making it more needful of the people. Even a second majority of 31 percent participants suggested for maximizing the participation of women in preparation of shelf so that women suited works may be initiated for undertaking under NREGA.

### **iii. Implementation Process of NREGA**

In terms of issuing job cards the respondents in 50 percent villages reported that it was very difficult to get issued the job card very easily as one has to make certain formalities in getting its issue. Even, the job cards were not issued to every household due to the different attitude of the Pradhan against which were not given job cards. Such problem was largely facing by households in Kheri Lakhimpur followed by in Chitrakoot. Infact in 50 percent villages of Hardoi the households had reported that the job cards were issued them after making payments for it. It also revealed that the awareness campaign in response to system applying for seeking employment has been very poor in almost the villages. As the respondents of a overwhelming majority of 94 percent villages were not aware in this regard.

The role of both Field Assistant and Panchayat Secretary in performing the work assigned to them was very unsatisfactory in a large proportion of 44 percent villages. Even the people of 13 percent villages indicated that both the category of officials do not work with their responsibility. But 31 percent of the respondents in Chandauli and Chitrakoot had satisfaction over the work performance of the Field Assistant and Panchayat Secretary.

### **iv. Worksite Issues**

In a highest majority of 44 percent villages, the role of Mate in visiting the worksite was found very poor. Even in a second majority of 25 percent villages, which were largely confined in Hardoi. The Mate was found never visiting at the worksite. Very unsatisfactory impression was in the formation of different types of groups in almost the sample villages except in case of villages in Kheri Lakhimpur. In terms of work organisation in matter related to sharing of work among the beneficiaries based on the choice and preference of concerned beneficiaries was hardly prevailing among the sample villages exception was only in 13 percent villages of together Hardoi and Chitrakoot. However, the respondents of 44 percent reported that the master roll was satisfactory maintained at their GP level while the same were poorly maintained at the worksites. Also in same proportions of it was not up to date. The Mate was not employed in most of the worksites. Therefore, the question of the measurement of work at worksite was not done in a large proportion of 81 percent villages. It was done in only 50 percent and 25 percent villages of Hardoi and Chitrakoot respectively. Further, it was reported that none of the facility was provided at the worksites of over 56 percent villages. The facility of only drinking water and shed workers was given at the worksites of remaining villages.

### **v. Social Audit and RTI Act**

Again lacking formation of social audit committees in most of the villages the respondents were hardly aware about the social audit in all the districts. Even none of the

respondent was aware about the RTI Act. It was therefore the respondents in a large proportion of 81 percent villages recommended for creating maximum awareness about these both the aspects. Infact 13 percent and 6 percent respondents had suggested for organising training programmes for bringing awareness among people in matters related every provisions laid down under the NREGA and minimising the overcited interference of Pradhan in the process of implementation of NREGA.

Table 4.12. Profile of Group Discussions

Sample Participants	Hardoi	Cheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(i) Sex</b>					
Male	40 (88.89)	33 (80.49)	36 (87.80)	36 (83.72)	145 (85.29)
Female	5 (11.11)	8 (19.51)	5 (12.20)	7 (16.28)	25 (14.71)
Total	45 (100.00)	41 (100.00)	41 (100.00)	43 (100.00)	170 (100.00)
<b>(ii) Caste</b>					
SC	19 (42.22)	30 (73.17)	25 (60.97)	32 (74.42)	106 (62.36)
ST	-	-	-	-	-
OBC	18 (40.00)	7 (17.07)	3 (7.32)	9 (20.93)	37 (21.76)
General	8 (17.78)	4 (9.76)	13 (31.71)	2 (4.65)	27 (15.88)
Total	45 (100.00)	41 (100.00)	41 (100.00)	43 (100.00)	170 (100.00)
<b>(iii) Occupational Category of Labour</b>					
Agri-Labour	7 (15.56)	9 (21.95)	20 (48.78)	5 (11.63)	41 (24.12)
Non-Agri Labour	10 (22.22)	8 (19.51)	8 (19.51)	8 (18.60)	34 (20.00)
Farmers	28 (62.22)	24 (58.54)	13 (31.71)	30 (69.77)	95 (55.88)
Total	45 (100.00)	41 (100.00)	41 (100.00)	43 (100.00)	170 (100.00)
<b>1. Involvement of Agents and Forms of Awareness by Sample GPs</b>					
<b>(1) Agents bringing Awareness</b>					
NGO's	1 (25.00)	1 (25.00)	- (0.00)	1 (25.00)	3 (18.75)
SHGs	- (0.00)	- (0.00)	- (0.00)	- (0.00)	- (0.00)
Officials	3 (75.00)	- (0.00)	- (0.00)	- (0.00)	3 (18.75)
GP	- (0.00)	3 (75.00)	1 (25.00)	3 (75.00)	7 (43.75)
Village elders	- (0.00)	- (0.00)	3 (75.00)	- (0.00)	3 (18.75)

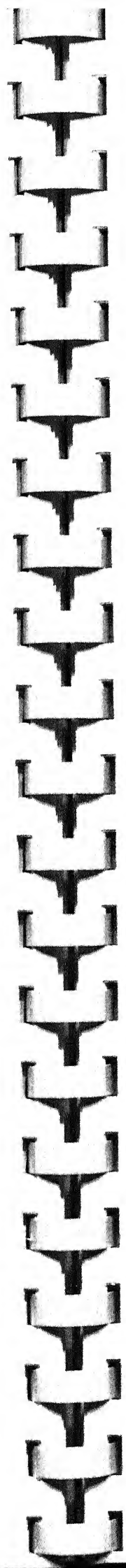


<b>(ii) Mode of Awareness by GPs</b>					
Rallies	1 (25.00)	1 (25.00)	- (0.00)	2 (50.00)	4 (25.00)
Posters	3 (75.00)	2 (50.00)	4 (100.00)	2 (50.00)	11 (68.75)
Media	- (0.00)	- (0.00)	- (0.00)	- (0.00)	- (0.00)
Open Meeting of GP	- (0.00)	1 (25.00)	- (0.00)	- (0.00)	1 (6.25)
<b>(iii) Strength / Weakness of Awareness campaign in GPs</b>					
1. Inadequate Awareness	1 (25.00)	1 (25.00)	4 (100.00)	3 (75.00)	9 (56.25)
2. Untimely organising of Awareness camps	2 (50.00)	- (0.00)	- (0.00)	1 (25.00)	3 (18.75)
3. Camp organised out-site villages	1 (25.00)	1 (25.00)	- (0.00)	- (0.00)	2 (12.50)
4. Lacking information to camps	1 (25.00)	2 (50.00)	- (0.00)	- (0.00)	3 (18.75)
<b>Suggestions for Improvement for improving awareness campaign by GPs</b>					
1. Suitable time for organizing camps	1 (25.00)	1 (25.00)	2 (50.00)	4 (100.00)	8 (50.00)
2. Village Level Camps be formed	2 (50.00)	- (0.00)	2 (50.00)	- (0.00)	4 (25.00)
3. NGO be given this Task	1 (25.00)	2 (50.00)	3 (75.00)	1 (25.00)	7 (43.75)
4. Cultural Methods be Adopted	- (0.00)	2 (50.00)	1 (25.00)	1 (25.00)	4 (25.00)
<b>Involvement of Gram Sabha (Number of GPs)</b>					
<b>Conducted NREGS Works</b>					
Yes	4 (100.00)	4 (100.00)	3 (75.00)	3 (75.00)	14 (87.50)
No	- (0.00)	- (0.00)	1 (25.00)	1 (25.00)	2 (12.5)
<b>All section of Population have Participated</b>					
Yes	- (0.00)	- (0.00)	1 (25.00)	1 (25.00)	2 (12.50)
No	4 (100.00)	4 (100.00)	3 (75.00)	3 (75.00)	14 (87.50)
<b>Participation of Women, SC/ ST in Identification of Shelf</b>					
Yes	- (0.00)	1 (25.00)	- (0.00)	- (0.00)	1 (6.25)
No	4 (100.00)	3 (75.00)	4 (100.00)	4 (100.00)	15 (93.75)
<b>Views of Participants taken into account in conducting NREGA works</b>					
Yes	- (0.00)	- (0.00)	1 (25.00)	- (0.00)	1 (6.25)
No	4 (100.00)	4 (100.00)	3 (75.00)	4 (100.00)	15 (93.75)
<b>(c) Shelf of Project Reflects the needs of all Categories people.</b>					
Yes	1 (25.00)	1 (25.00)	1 (25.00)	1 (25.00)	4 (25.00)
No	3 (75.00)	3 (75.00)	3 (75.00)	3 (75.00)	12 (75.00)



<b>(d) If not, suggestions for making it needful for all groups</b>					
1. Priority on the Suggestions of SC & ST	2 (50.00)	- (0.00)	1 (25.00)	3 (75.00)	6 (37.50)
2. SC and ST women be aware	1 (25.00)	- (0.00)	2 (50.00)	- (0.00)	3 (18.75)
4 Women Suited Works to be Maximised	- (0.00)	3 (75.00)	1 (25.00)	1 (25.00)	5 (31.25)
5. Meeting of GP to be organized before starting work	- (0.00)	- (0.00)	2 (50.00)	- (0.00)	2 (12.50)
<b>3. Implementation Process of NREGS in different GPs</b>					
<b>(a) Issue of Job Cards</b>					
1. Money Given for Job Cards	2 (50.00)	- (0.00)	- (0.00)	- (0.00)	2 (12.50)
2. Not Issued Job Cards to all	1 (25.00)	3 (75.00)	- (0.00)	2 (50.00)	6 (37.50)
3. Process of issuing job card is very difficult	1 (25.00)	1 (25.00)	4 (100.00)	2 (50.00)	8 (50.00)
<b>(b) Application for work</b>					
1. Lacking Awareness to Apply	3	4	4	4	15
2. Never done	1 (25.00)	- (0.00)	- (0.00)	- (0.00)	1 (6.25)
<b>(c) Role of field assistant and Secretary</b>					
1. Not takes Responsibility	1 (25.00)	1 (25.00)	- (0.00)	- (0.00)	2 (12.50)
2. Very Poor	3 (75.00)	1 (25.00)	1 (25.00)	2 (50.00)	7 (43.75)
3. Not Satisfactory	- (0.00)	2 (50.00)	- (0.00)	- (0.00)	2 (12.50)
4. Satisfactory	- (0.00)	- (0.00)	3 (75.00)	2 (50.00)	5 (31.25)
<b>(d) Worksite Issues</b>					
<b>1. Role of Mate</b>					
(i) Not visiting at Site	2 (50.00)	- (0.00)	1 (25.00)	1 (25.00)	4 (25.00)
(ii) Satisfactory	1 (25.00)	- (0.00)	1 (25.00)	1 (25.00)	3 (18.75)
(iii) Poor	1 (25.00)	2 (50.00)	2 (50.00)	2 (50.00)	7 (43.75)
(iv) Not Satisfactory	- (0.00)	2 (50.00)	- (0.00)	- (0.00)	2 (12.50)
<b>2. Group Formation</b>					
(i) No any group are formed	4 (100.00)	2 (50.00)	4 (100.00)	4 (100.00)	14 (87.50)
(ii) Yes	- (0.00)	2 (50.00)	- (0.00)	- (0.00)	2 (12.50)
<b>3. Work organization within the group</b>					
1. NA	3 (75.00)	4 (100.00)	4 (100.00)	3 (75.00)	14 (87.50)
2. No	1 (25.00)	- (0.00)	- (0.00)	1 (25.00)	2 (12.50)

<b>4. Muster Roll Maintenance</b>					
(i) Not upto date	4 (100.00)	3 (75.00)	- (0.00)	- (0.00)	7 (43.75)
(ii) Poor	- (0.00)	1 (25.00)	- (0.00)	1 (25.00)	2 (12.50)
(iii) Satisfactory	- (0.00)	- (0.00)	4 (100.00)	3 (75.00)	7 (43.75)
<b>5. Measurement of Work was done by mate</b>					
(ii) Yes	1 (25.00)	- (0.00)	- (0.00)	2 (50.00)	3 (18.75)
(iii) No	3 (75.00)	4 (100.00)	4 (100.00)	2 (50.00)	13 (81.25)
<b>6. Access to Worksite Facilities</b>					
(i) No any facility available	3 (75.00)	3 (75.00)	1 (25.00)	2 (50.00)	9 (56.25)
(ii) Only Drinking Water and Shed	- (0.00)	1 (25.00)	- (0.00)	- (0.00)	1 (6.25)
(iii) Only Shed	1 (25.00)	- (0.00)	1 (25.00)	- (0.00)	2 (12.50)
(iv) Only drinking Water	- (0.00)	- (0.00)	2 (50.00)	2 (50.00)	4 (25.00)
<b>4. Social Audit</b>					
<b>(a) Awareness of Social Audit</b>					
(i) No Knowledge	4 (100.00)	4 (100.00)	4 (100.00)	3 (75.00)	15 (93.75)
(ii) Very Poor	- (0.00)	- (0.00)	- (0.00)	1 (25.00)	1 (6.25)
<b>(b) Awareness of RTI ACT</b>					
(i) No Knowledge	4 (100.00)	2 (50.00)	4 (100.00)	4 (100.00)	14 (87.50)
(ii) N/A	- (0.00)	2 (50.00)	- (0.00)	- (0.00)	2 (12.50)
<b>(c) Composition of Social Audit Committee</b>					
(i) NA	1 (25.00)	4 (100.00)	2 (50.00)	1 (25.00)	8 (50.00)
(ii) No	3 (75.00)	- (0.00)	2 (50.00)	3 (75.00)	8 (50.00)
<b>(d) Participants in Social Audit</b>					
(i) NA	2 (50.00)	4 (100.00)	3 (75.00)	2 (50.00)	11 (68.75)
(ii) No	2 (50.00)	- (0.00)	1 (25.00)	2 (50.00)	5 (31.25)
<b>(e) Who conducts Social Audit</b>					
(i) NA	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)
<b>(f) Issues discussed in the Social Audit</b>					
(i) NA	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)
<b>(g) Suggestions</b>					
(i) Maximise Awareness about Social Audit	3 (75.00)	4 (100.00)	4 (100.00)	2 (50.00)	13 (81.25)
(ii) Pradhan Should not be Involved in work	1 (25.00)	- (0.00)	- (0.00)	- (0.00)	1 (6.25)
(iii) Training be Imparted	- (0.00)	- (0.00)	- (0.00)	2 (50.00)	2 (12.50)



## CHAPTER V

### PARTICIPATION IN NREGA AND ITS DETERMINANTS

The present chapter attempts to highlight the pattern of participation of different rural communities in different stages of the implementation of NREGA and starting from applying for getting job cards and employment under the different works undertaken under NREGA. The analysis also present the kinds of factor were determining the participation pattern of villagers under the activities of NREGA.

#### I. Job Card Practices

The analysis carried out in the preceding chapter has well depicted the facts a little over three fourth proportion of households have been possessing job cards while the job cards could be issued to all the existing household in concerned Gram Panchayats. Even the all job card-holding households were found not participating in employment generated under the works undertaken in NREGA. may be such households do not require additional employment. Further, the present part of study attempts to examine various issues related to job cards and its uses and the aspects related to the participation pattern of households in works undertaken under NREGA in sample Gram Panchayats.

Table 5.1 Availability and Type of Job Card

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total HH
Own Job card	96.25	95.00	100.00	98.75	97.50	312
Joint with some other household	3.75	3.75	0.00	0.00	1.88	6
Several Job Cards	0.00	1.25	0.00	1.25	0.63	2
Total	100.00	100.00	100.00	100.00	100.00	320

#### i. Availability of Job Cards

The analysis on the of availability of job card with the beneficiary households revealed a high majority of nearly 98 percent households were possessing their own job cards though the proportion of such households was 100 percent in Chandauli. Another only 1.88 percent and 0.63 percent households had joint cards with other households and several job cards respectively.

#### ii. Availability and Use of Job Cards

The available job cards with the households were largely being used in getting employment opportunities under the NREGA. However a little over 9 percent and 2 percent households reported that they have been using job cards for twin purposes of participating in

other programmes and NREGA as NREGA. Number of persons mentioned per job card of the households was averages to above one person in each district, which indicates that there were more than one beneficiary of NREGA per household in the sample district.

**Table.5.2 Use of Job card and Persons Listed in Job Card**

Use of Job Card						
Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total HH
No response	1.25	2.50	30.00	3.75	9.38	30
To get employment	93.75	77.50	56.25	90.00	79.38	254
Other programmes	2.50	2.50	1.25	1.25	1.88	6
Both	2.50	17.50	12.50	5.00	9.38	30
Total	100.00	100.00	100.00	100.00	100.00	320
Listed Persons in Job Card						
No. of males listed in the Job Card (mean)	1.10	1.01	1.03	1.31	1.11	1.10
No. of females listed in the Job Card (mean)	1.17	1.00	1.06	1.10	1.09	1.11
Total members listed in the Job Card (mean)	1.19	1.01	1.23	1.21	1.38	1.18

### iii. Status of Account in Banks

A very unsatisfactory progress has been achieved in opening the account of NREGA beneficiaries in the banks in almost the districts of the state. It was reported by the BDOs of sample blocks that there was a lacking interest and Co-operation from the part of the banks even after a clear cut instructions have been provided by the head bank offices of concerned banks in opening the accounts beneficiaries in the banks, which are located in respective district. The Post Offices has already denied to open the account of NREGA beneficiaries on account of security reasons and lacking of adequate staff. It is, therefore we found over three fourth proportions of beneficiaries had no bank account while only 16 percent beneficiaries had individual account in bank.

**Table.5.3 Status of Account in PO/Bank**

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total HH
Yes all	12.50	3.75	27.50	21.25	16.25	52
Yes some	31.25	27.50	63.75	58.75	45.31	145
None	56.25	68.75	8.75	20.00	38.45	123
Total	100.00	100.00	100.00	100.00	100.00	320

**Table 5.4. Payments made for obtaining Job Card  
Number of Households**

<b>Payments Made for Job Card</b>	<b>Hardoi</b>	<b>Kheri Lakhimpur</b>	<b>Chandauli</b>	<b>Chitrakoot</b>	<b>Total</b>	<b>Total HH</b>
Paid	26.25	7.50	5.00	0.00	9.69	31
Not paid	73.75	92.50	95.00	100.00	90.31	289
Total	100.00	100.00	100.00	100.00	100.00	320
Per HH Payments made (Rs).	<b>13.50</b>	<b>133.33</b>	<b>50.00</b>	<b>0.00</b>	<b>42.33</b>	
<b>Payments Made for Photograph.</b>						
Paid	68.75	47.50	45.00	97.50	64.69	207
Not paid	31.25	52.50	55.00	2.50	35.31	113
Total	100.00	100.00	100.00	100.00	100.00	320
PerHHPayments made (Rs)	<b>14.57</b>	<b>13.33</b>	<b>23.57</b>	<b>22.69</b>	<b>18.90</b>	

#### **iv. Payments Made for Obtaining Job Cards and Photograph**

It seems very interesting that despite provision has been made to provide job cards free of cost to the rural households the job card issuing authority has been asking to pay money for both job card and photograph. In almost the sample districts at least some proportion of households except the households in Chitrakoot in case of job card, had given money for both the purposes. However, the proportion of households who paid money for job cards were found less than those paid for photograph. Average amount per household paid for job card was Rs. 42 which was even as large as Rs.133 in Kheri Lakhimpur. In case of per household payments made for photograph was accounted less than it was for job card but a very large proportion of around 65 percent households had paid for it. Even the proportion of such households was much higher at 98 percent Chitrakoot followed by 69 percent in Hardoi.

#### **v. Currently Possession of Job card and Updated Entry on It**

Enquiring among the respondents regarding the availability of job card with them at the time of collecting information from them it was found that a fairly high proportion of over 88 percent of them shown their job cards to us. Even the proportion of such households was 98 percent in Chandauli closely followed by 96 percent in Chitrakoot. But another 10 percent households had replied negatively. Also, assessing the status of entry carried out on the job cards it revealed that a very high proportion of nearly 87 percent job cards had updated entry. The proportion of such updated entry job cards was even 99 percent in Chandauli followed by 98 percent in Chitrakoot. The updated entry was not seen in nearly 8 percent job cards only which were largely in Hardoi and Kheri Lakhimpur.



Table 5.5. Possession of job card currently

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total HH
No sure	17.50	17.50	2.50	3.75	10.31	33
In possession	80.00	80.00	97.50	96.25	88.44	283
Lost	1.25	2.50	0.00	0.00	0.94	3
With Someone else	1.25	0.00	0.00	0.00	0.31	1
Total	100.00	100.00	100.00	100.00	100.00	320

Table 5.6. Entries in the job card

Entries on job card	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total HH
No response	1.49	1.27	1.25	1.25	5.63	18
Yes	86.57	79.75	98.75	97.50	86.88	278
No	11.94	18.99	0.00	1.25	7.50	24
Total	100.00	100.00	100.00	100.00	100.00	320

## II. Application for Work

The process of seeking employment in NREGA works take place through putting formal request with application of job card holding households before the Gram Panchayats In some of the cases the non job card holders were also found provided employment on personal ground basis by the Pradhan.

### i. Mode of Request for Work

Looking at the analysis on the mode of request made by households in seeking work the study found there was hardly any provision was followed in putting written application before the Pradhan for asking work in NREGA. Instead a majority of nearly 57 percent households received employment through informal request while a second majority of 21 percent households responded in unclear answer. A very high proportion of over 21 percent were getting employment in NREGA without making any formal and informal request to the Pradhan. Such respondents accounted ranging 28 percent to 8 percent across the sample districts.

Table 5.7. Mode of request for NREGS work

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
No response	1.25	0.00	0.00	0.00	0.31	1
Informal request	55.00	57.50	67.50	46.25	56.56	181
Written Application	7.50	0.00	0.00	0.00	1.88	6
Both	27.50	22.50	7.50	26.25	20.94	67
No	8.75	20.00	25.00	27.50	20.31	65
Total	100.00	100.00	100.00	100.00	100.00	320

However it is clear from looking at Table 5.8 that nearly 2 percent households had made written request for getting employment in NREGA that too comprised together of written as well as informal request. Even, such procedure was followed in Hardoi and Chandauli only. The informal request by the households was also done both individually and collectively, though the proportion of former category of households were comparatively much higher than the latter category of households in all the districts.

**Table 5.8. Type of Application/request for Work**

Type of Request for work	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
No response	1.25	0.00	0.00	0.00	0.31	1
Individual written application	7.50	0.00	0.00	0.00	1.88	6
Individual informal request	55.00	57.50	67.50	46.25	56.56	181
Collective written application	25.00	13.75	1.25	20.25	1825	57
Collective informal request	2.50	8.75	6.25	2.25	2.94	10
NA	8.75	20.00	25.50	27.50	20.31	65
Total	100.00	100.00	100.00	100.00	100.00	320

## ii. Reason for not Applying for Work

Incorporating the reasons for not applying for getting employment in NREGA it was found that a high majority of nearly 57 percent respondent felt not necessary to apply. The proportion of respondent among them stood highest at 73 percent in Chitrakoot and it closely followed at 70 percent in Chandauli. Another second majority of nearly 22 percent respondents were lacking awareness in terms of the procedure of applying for NREGA work. This category of respondent was as high as 38 percent in Kheri Lakhimpur to lowest at 14 percent in both Hardoi and Chitrakoot. Even a little over 9 percent respondents had the understanding that applying for NREGA work would be pointless (Table 5.9).

**Table 5.9. Reason behind not applying for NREGS work**

Reason for not applying for work	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
No response	-	-	5.00	-	1.53	1
Not aware of the need to apply	42.86	12.50	0	9.09	10.77	7
Not aware of how to apply	14.29	37.50	20.00	13.64	21.54	14
Felt that it would be pointless to apply	28.58	12.50	5.00	4.55	9.23	6
Un-necessary	14.29	37.50	70.00	72.73	56.92	37
Total	100.00	100.00	100.00	100.00	100.00	65

The respondents have been mostly approaching to Pradhan of their Gram Panchayat with formal of informal request for seeking employment in NREGA. The proportion of such respondents reaches to the extent of nearly 99 percent in Kheri Lakhimpur followed at 95 percent in Chandauli. Approaching to Village Sachiv and other Government officials in this context was very less prevalent in all the district (Table 5.10)

Table 5.10 Individual Approached with request

Individual who was approached for work	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	No. of HH
No response	1.25	0	0	0	0.39	1
Sarpanch	90	98.75	92.5	95	92.52	235
Sachiv	1.25	0	0	1.25	0.79	2
Gram Rozgar Sevak	1.25	0	7.5	3.75	3.93	10
Panchayat member	6.25	0	0	0	1.96	5
Govt. Officials	0	1.25	0	0	0.39	1
Total	100	100	100	100	100	254

However the practice of providing receipt against the formal written or informal request of respondents for asking employment in NREGA works was hardly followed in the sample villages. As only little over 13 percent respondents reported that they received dated receipt on applying for work in NREGA. Even none of the respondent in Chandauli was given dated receipt against applying for work (Table 5.11). The written or the informal request of respondents for seeking work in NREGA was generally being accepted by the Pradhan as was found the concerned request was rejected against one respondent in Hardoi only.

Table 5.11 Practice for providing a dated receipt

Provided Receipt	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
Yes	10.00	10.00	0.00	22.50	13.38	34
No	80.00	86.25	91.25	55.00	78.74	200
Unclear	10.00	3.75	8.75	2.50	7.87	20
Total	100.00	100.00	100.00	100.00	100.00	254

Table 5.12. Time Taken in Getting Employment after Formal / Informal Request

Time Taken in allotting Work	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
No response	5.00	1.25	0.00	13.75	5.00	16
Within 15 days	7.50	10.00	27.50	15.00	15.00	48
Within 30 days	15.00	30.00	20.00	23.75	22.19	71
After 30 days	3.75	3.75	1.25	3.75	3.13	10
Unclear	52.50	8.75	0.00	5.00	16.56	53
NA	16.25	46.25	51.25	38.75	38.13	122
Total	100.00	100.00	100.00	100.00	100.00	320

Despite the fact the formal or informal request of respondents for seeking employment in NREGA works was hardly rejected by the Pradhan or other authorities, the proportion of beneficiaries who got employment within 15 days of request was found only 15 percent. The proportion of such respondent varied highest from 28 percent in Chandauli to the lowest level of 8 percent in Hardoi. Getting employment after the request even took over a month for 3 percent respondents. But, over one third of the respondents, including which had not made any request for work in NREGA could not provide actual information in this regard.

### III. Practices of Employment and Earnings;

#### i. Pattern of Getting Employment

As was indicated earlier that there were more than one beneficiary of NREGA per household in every district. These points are further supported by the facts that average days of employment provided per household were significantly higher than per respondent days of employment provided in NREGA. However, larger differences were revealed in the days of employment provided to the respondents as per its entry made in job card and actual days worked by them in NREGA. As per job card, the mean days of employment of respondent were 13 days as against the actual days of employment of 15 days during the latest month. In all the districts, the days of employment got by respondent as per job cards were noted almost three folds higher than the days of employment actually got by then in NREGA (Table 5.13)

Table 5.13. Pattern of Getting Employment;

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
No.of days worked by H.H.as per the Job Card (mean) in the latest month	40.783	58.951	38.519	49.411	46.554
No.of days worked by the respondent (mean) according to the card	11.76	10.51	15.41	14.33	12.81
Actual no. of days worked by the respondent (mean) in the latest month	13.737	13.956	16.19	15.83	14.798

Enquiring about the reasons in this regard, a large majority of over 97 percent respondents, consisting all the respondents in Chitrakoot and Kheri Lakhimpur followed by 98 percent in Chandauli were hesitating in telling true fact in this regard.

Table 5.14. Reasons for Existing Differences in Getting Employment

Reasons for existing differences	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
No response	90.00	100.00	98.75	100.00	97.19
Don't know	1.25	0.00	0.00	0.00	0.31
Card not given	8.75	0.00	1.25	0.00	2.50
Total	100.00	100.00	100.00	100.00	100.00

## ii. Verification of Irregularity in Job Cards

The verification of entries in the job cards of the respondents was mostly carried out by the few people of the concerned villages rather the respondents themselves because of prevailing illiteracy among a larger segment of respondents. Even than a very small proportion of 24 percent respondents reported, they generally verify their job card by themselves or the household members. .

Table 5.15. Verification of Entries in the Job Card

Verification of entries in job cards	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	GP
The entries verified in job card	33.75	10.00	20.00	28.75	24.38	78
Entered workers in the job card are less than actual workers	11.25	8.75	28.75	15.00	15.94	51
Some entries are incomplete	25.00	12.50	36.25	22.50	24.06	77
Fake information has been entered	18.75	8.75	37.50	16.25	20.31	65
The signature column is blank or partly blank	33.75	13.75	21.25	16.25	21.25	68
Entries were made during the last few days	32.50	26.25	61.25	41.25	40.31	129
Total	100.00	100.00	100.00	100.00	100.00	320

The evidence of irregularity of found larger in case of noting down the entry of incomplete information on certain matters in the job card. In fact, a highest proportion of over 43 percent respondents reported that the entry of information noted down in their job card was done only during the last few days back. The proportion of respondents who complained in this regard were, as high as over 61 percent in Chandauli followed by 41 percent Chitrakoot. A significant proportion of 21 percent and 20 percent respondents complained against lacking signature in its given column and the evidence of noted false information in the job card respectively.



### iii. Duration of Employment Provided under NREGA

The study further found that there were more than one member per household who got employment in NREGA in most of the districts exception was only in case of Kheri Lakhimpur. As per household days of employment were exceeding to the days of employment per respondent in all the three districts while there was no difference in Kheri Lakhimpur in this context. On an average the respondents in all districts together were getting employment for 37 days as against 41 days per household under the NREGA during a year. However, these days of employment provided under NREGA both per household and per respondent were significantly varying across the districts. Days of employment per respondent were highest at 51 days in Chitrakoot to lowest at 31 days in Hardoi.

**Table 5.16 Average Days of Employment Provided Per Household and Per Respondent during the Last Year**

Days of Work of HH & Respondent During 2007-08	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
No.of days worked by the respondent (mean)	31.48	44.46	34.13	37.31	37.07
No.of days worked by the all HH members (mean)	31.07	44.46	35.83	50.53	40.92

### iv. Preference, Location, distance and Execution of Work

It seems that work provided on piece rate basis is more beneficial as compared to time-based work as a very high majority of over 76 percent respondents were preferring to undertake former category of work. Proportion of such respondents was as high as 90 percent in Chitrakoot followed by 94 percent in Chandauli while it was only 39 percent in Hardoi.

Involvement of relatively high earning potential has been cited as the reason behind preferring to carry out work on the piece rate basis over the time based by a overwhelming majority of 51 percent respondents. This proportion of respondents across districts were ranging between the lowest of 24 percent in Hardoi to highest at 65 percent in Chitrakoot. Another second majority of 23 percent respondents cited that they favor to work on concern basis mainly to be able to get higher savings money as the payments were in bulk under this system.

The identification of worksites for NREGA were mainly carried out within the GP. Since nearly 98 percent respondents reported that they were provided employment in NREGA in the worksites located within their own Gram Panchayat level. Even none of the respondent was given work outside GP in Hardoi as against merely 4 respondents together of remaining districts. Even a overwhelming majority of 99 percent respondents comprising all respondents in Chitrakoot and 99 percent respondents were given work within the distance of 5 Km from their residence. Only one respondent in Chandauli was provided work beyond 5 Km. But the beneficiary was not given any extra payment for it.



Table 5.17 Preference, Location, distance and Execution of Work

Type of Work Preferred	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	H.H.
No response	2.5	2.5	1.25	0	1.56	5
Piece rate work	38.75	77.5	93.75	95	76.25	244
Time based work	58.75	20	5	5	22.19	71
Total	100	100	100	100	100	320
<b>Reasons for Preference</b>						
No response	20	13.75	0	0	8.44	27
Cash Payment is higher	23.75	50	63.75	65	50.63	162
Immediate payment	11.25	13.75	0	1.25	6.57	21
Able to save money	26.25	22.5	12.5	31.25	23.13	74
Daily expenses are met	18.75	0	23.75	2.5	11.25	36
Total	100	100	100	100	100	320
<b>Location of Work Provided</b>						
No response	2.5	1.25	0	0	0.94	3
Within GP	97.5	96.25	98.75	98.75	97.81	313
Outside GP	0	2.5	1.25	1.25	1.25	4
Total	100	100	100	100	100	320
<b>Distance of Work Provided</b>						
No response	2.5	1.25	0	0	0.9375	3
Within 5 Km.	0	0	1.25	0	0.3125	1
Beyond 5 Km.	97.5	98.75	98.75	100	98.75	316
Total	100	100	100	100	100	320

Table 5.18. Individual Executed Work at Village Level

Type of Work Preferred	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	H.H.
No response	0.00	0.00	7.50	1.25	2.19	7
GP	73.75	57.50	46.25	60.00	59.38	190
Beneficiary committee	0.00	0.00	3.75	0.00	0.94	3
Mate	0.00	1.25	1.25	0.00	0.63	2
Other	2.50	28.75	7.50	18.75	14.38	46
Unclear	23.75	12.50	33.75	20.00	22.50	72
Total	100.00	100.00	100.00	100.00	100.00	320

In terms of the practice adopted in execution of works, nearly 23 percent respondents were not aware whether their works were executed or not though a high proportion of over 59 percent of them reported the works were executed through the G.P. level followed by 14 percent through other individuals like village level Government officials. In case of works executed through GP were reported by a fairly high proportion of 74 percent respondents in Chandauli followed by 60 percent in Hardoi.

## IV. Pattern of Earnings

### i. Wage Payments

According to job cards the amount of wages paid per household during the latest month for undertaking NREGA works averages at Rs.4075. But, a significant difference was found occurring between actual wages paid and amount of wages received as per job card by the respondents. The amount of wages paid were noted fairly much higher than the wages actually received by the respondent in all the districts.

Table 5. 19 Pattern of Wage Payment

Wages paid & Received	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Total wage paid to HH as per the job card (mean) (Rs.)	3245.4	4569.7	3691.9	4662.7	4074.7
Total wage paid to the respondent for latest month (mean) as per job card (Rs.)	1885.2	1650	1183.7	1155.8	1430.4
Actual wage received by the respondent in the same month (mean) (Rs.)	1941.1	1413	1105.3	1076.9	1338.7

Enquiring regarding the reasons of manipulation done by the authorities in doing fake entry against the wages paid to the respondents in the job card, a large proportion of 86 percent of beneficiaries avoided to provide actual information in this context. Due to the assumption that in case of disclosing actual information the Pradhan will not provide employment to them in NREGA in the future. Such respondents were as high over 90 percent in each Chitrakoot and Chandausi.

Table 5.20 Reasons for Differences in Wage Payments

#### Reasons for Existing Differences

Reasons	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
No response	7.50	7.50	22.50	27.50	16.25	52
Card not given to us	1.25	0.00	7.50	0.00	2.19	7
NA	91.25	92.50	70.00	72.50	81.56	261
Total	100.00	100.00	100.00	100.00	100.00	320

### ii. Days of Employment and Wages Earned

As indicated already average number days of employment provided per respondents accounted only for 37 days during the last year with a certain level of variations existed across the districts. But the amount of wages given per respondents averages to Rs.3190 only with as

low as Rs. 2193 in Hardoi. Even the per day wages given per respondents were less than Rs. 100 in almost the districts except in Chandauli.

**Table 5.21. Relationship Between mean days worked and mean wages received per respondent.**

Mean of Wages and Earnings	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Number of days worked (mean)	31.48	44.46	34.13	37.13	37.07
Total Earnings (mean) (Rs.)	2193.1	3917.3	3476.5	3035.4	3190.3

### iii. Payments of wages for different worksites

The respondents covered in our study had worked in a number of worksites during the past. Accordingly, they received wages from different worksites in which they worked. However, a majority of 72 percent followed by 63 percent respondents received wages from last and older than last worksite respectively. Though among the respondents who received wages from last worksite reaches to the extent of 95 percent in Chitrakoot and 90 percent in Chandauli.

**Table 5.22 Proportion of respondents by Wages received from Different Worksites**

Type of Worksite For wages paid	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Current	38.75	37.50	0.00	3.75	20.00
Last	33.75	67.50	90.00	95.00	71.56
Older than Last	30.00	52.50	95.00	77.50	63.75
Total	100.00	100.00	100.00	100.00	100.00

**Note;** Due to multiple responses the percentages are calculated from total respondents of each district.

**Table 5.23. Locations for Payments of Wages Made;**

Location for wage payment	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	HH
No response	5.00	0.00	0.00	1.25	1.56	5
Work site	3.75	6.25	21.25	6.25	9.38	30
Panchayat bhawan	1.25	0.00	0.00	0.00	0.31	1
Other public space	2.50	0.00	0.00	0.00	0.63	2
Someone's private residence	71.25	93.75	40.00	60.00	66.25	212
Other private space	3.75	0.00	0.00	2.50	1.56	5
Post office	0.00	0.00	1.25	0.00	0.31	1
Bank	0.00	0.00	37.50	30.00	16.88	54
Unclear	12.50	0.00	0.00	0.00	3.13	10
Total	100.00	100.00	100.00	100.00	100.00	320

### iv. Locations for Payments of Wages

The study found a differential type places were selected for the payments of wages to the beneficiaries of NREGA among the sample districts. However, a highest proportion of 66

percent beneficiaries had received their wages at the private residence of the Pradhan. In fact, only nearly 17 percent of the beneficiaries received their wages through concerned sources. However, such beneficiaries were in Chandauli and Chitrakoot only. Another a little over 9 percent beneficiaries, largely representing Chandauli were given wages at the worksites itself.

#### v. Practices Adopted for Payments of Wages

The practices of reading the name of beneficiary and the amount of wages paid in his/her favor were hardly followed in the Gram Panchayats. Instead the payment of wages to over 74 percent respondents was made without loudly reading the amount of payments made in her/his favor. The practice of loudly reading on concerned context was followed in case of merely 14 percent respondents. The respective proportion of respondents was highest at 20 percent in Chitrakoot and lowest at 1 percent in Chandauli.

Table 5.24 (a) Practices Made in reading of Wage Payments

Reading of payment details loudly	Hardoi	Kheri Lakhimpur	Chitrakoot	Chandauli	Total	HH
No response	5.00	1.25	0.00	0.00	1.56	5
Yes	17.50	16.25	1.25	20.00	13.75	44
No	65.00	67.50	96.25	65.00	73.44	235
Unclear	12.50	15.00	2.50	15.00	11.25	36
Total	100.00	100.00	100.00	100.00	100.00	320

However, a little over half of the respondents ranging highest from 61 percent in Hardoi to lowest of 31 percent respondents in Chitrakoot reported they sign the muster roll only after the completion of work at the worksite itself. While a second majority of nearly 21 percent respondents were never signing the muster roll. Such reported respondents were as high as 41 percent in Chandauli and lowest at 8 percent in Kheri Lakhimpur.

Table 5.24.(b) Practices Made in signing on master roll and Payments of wages

Signing on MR & Practices of Wage Payment	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	HH
<b>Frequency in Signing on muster roll of the Respondents</b>						
No response	0.00	0.00	5.00	0.00	1.25	4
On first day itself	2.50	6.25	2.50	2.50	3.44	11
Weekly	5.00	20.00	6.25	17.50	12.19	39
After completion of work	61.25	58.75	31.25	51.25	50.63	162
Did not sign at all	13.75	7.50	41.25	21.25	20.94	67
Unclear	17.50	7.50	13.75	7.50	11.56	37
Total	100.00	100.00	100.00	100.00	100.00	320

<b>Someone Entered the Payment details in Job Card</b>						
No response	1.25	5.00	2.50	1.25	2.50	8
Yes	1.25	2.50	11.25	6.25	5.31	17
No	92.50	80.00	80.00	83.75	84.06	269
Unclear	5.00	12.50	6.25	8.75	8.13	26
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Received due amount of wages as per the rules</b>						
No Response	0.00	2.50	5.00	3.75	2.81	9
Yes	90.00	80.00	72.50	91.25	83.44	267
No	10.00	17.50	6.25	5.00	9.69	31
Unclear	0.00	0.00	16.25	0.00	4.06	13
Total	100.00	100.00	100.00	100.00	100.00	320

Enquiring about whether someone entered the payment details in the job card the study found that a very high proportion of over 84 percent respondents had given negative answer as against only 5 percent respondents provided positive answer in this context. A very positive signs were in terms of honesty prevailing in the payment of wages to the beneficiaries across the different districts. As a fairly high proportion of 83 percent respondents reported they get due amount of wages after undertaking NREGA works. Even the proportion of such respondents was as high as 91 percent and 90 percent in Chitrakoot and Hardoi respectively.

#### vi. Individual Keeping Wages

As far as the keeping of wages was concerned it was revealed that only a small proportion of 26 percent of the respondents were provided a freedom by their households for keeping their wages received from NREGA with them. However in many cases the wages of beneficiaries were kept with their spouse in all the districts. Even, the respondents making such practices were accounted as high as 83 percent in Chandauli followed by 70 percent in Chitrakoot.

Table 5.25. Individual keeping wages and preferred option for payment of wages

<b>Individual keeping wages</b>	<b>Hardoi</b>	<b>Kheri</b>	<b>Chandauli</b>	<b>Chitrakoot</b>	<b>Total</b>	<b>Total No.</b>
No response	2.50	0.00	0.00	0.00	0.63	2
Self	36.25	28.75	13.75	26.25	26.25	84
Respondent spouse	56.25	68.75	82.50	70.00	69.38	222
Other household member	0.00	0.00	2.50	0.00	0.63	2
Held collectively by the family	0.00	2.50	0.00	3.75	1.56	5
Unclear	5.00	0.00	1.25	0.00	1.56	5
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Preferred option for mode of payment</b>						
No response	2.50	0.00	1.25	0.00	0.94	3
Cash	80.00	35.00	22.50	20.00	39.38	126
Bank or Post Office	13.75	65.00	76.25	80.00	58.75	188
Unclear	3.75	0.00	0.00	0.00	0.94	3
Total	100.00	100.00	100.00	100.00	100.00	320



The provision of the payment of wages to the beneficiaries through banks has been already initiated in all the districts of the state from the current financial year. But the implementing authorities at different levels have complained about various fundamental problems facing the beneficiaries through the newly method of wage payment through banks. However, a significant proportion of 59 percent respondents reported the concerned method as a most important option of wage payment to them. Even these beneficiaries were as high as 80 percent in Chitrakoot followed by 76 percent in Chandauli. Another second majority of 39 percent respondents which were largely confined in Hardoi were preferring of wage payments in cash at the GP level.

### **vii. Payment Made for Sharpening Tools**

The provision of making payments for sharpening the tools and implements used in performing the work under NREGA was hardly being followed in most of the GPs. As indicated by the fact that only less than one percent respondents belonging to Hardoi only were made payments in this regard.

**Table 5.26. Distribution of respondents by payments made for sharpening the tools**

Payments made for sharpening tools	Hardoi	Lakhimpur Kheri	Chandauli	Chitrakoot	Total	Total No.
No response	5.00	5.00	0.00	0.00	2.50	8
Yes	3.75	0.00	0.00	0.00	0.94	3
No	90.00	95.00	100.00	100.00	96.25	308
Unclear	1.25	0.00	0.00	0.00	0.31	1
Total	100.00	100.00	100.00	100.00	100.00	320

## **III. Worksite Facilities and Visits by Officials;**

### **i. Worksite Facilities**

Most of the essential facilities which should be made available at the worksites were largely lacking in almost the districts. Exception was the case of providing drinking water facility. As indicated by the fact that a overwhelming majority of over 58 percent respondent reported that there was not any type of facility available at The worksites they worked in the past. The facility of crèche was seen by only less than one percent respondents in Hardoi only. The facility of drinking water was available to a little over 41 beneficiaries while the facility of first aid was seen available by 21 percent respondents at the worksites. In all the proportion of respondents who had access to different facilities were relatively higher in Hardoi in comparison to remaining districts. Even the proportion of respondents who availed the facility of drinking water at the worksites were noted as high as 81 percent in the respective district. Also the proportion of respondents who were access to the facility of shed/floor sheet at the



worksite were found over 47 percent in Hardoi as against none of respondents in both Chandauli and Chitrakoot and 16 percent respondents in Kheri Lakhimpur.

**Table 5.27 Availability of Different Basic Facilities at the Worksite**

Type of Facility Provided	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total HH
First Aid	67.95	13.75	0.00	3.75	21.07	67
Drinking water	80.52	31.25	16.25	38.75	41.32	131
Crèche	4.00	0.00	0.00	0.00	0.95	3
Shade and floor sheet for workers	47.37	16.25	0.00	0.00	15.51	49
None of all	10.00	68.00	83.75	61.25	58.44	187
Total	100.00	100.00	100.00	100.00	100.00	320

**Table 5.28. Visitors at the Worksite**

Individual Visiting at Worksites	Hardoi	Lakhimpur Kheri	Chandauli	Chitrakoot	Total	Total No.
Panchayat members						
Yes	77.92	72.50	29.87	40.00	55.10	173
MPDO						
No	72.13	91.25	100.00	100.00	91.95	274
Programme Coordinator						
Yes	1.64	1.25	1.30	0.00	1.01	3
Other state development officers						
Yes	40.00	60.00	85.71	97.50	72.73	216
Total	100.00	100.00	100.00	100.00	100.00	320

## ii. Visitors at the Worksite

It was reported that different Government officials and non-officials and representatives of GP have been making at least some visits at the worksites to look into the progress of work. However, the performance of MPDO had been very poor in visiting the worksite in all the districts as reported by the respondents. The state development officers, mainly the VDO had been frequently visiting at the worksites in most of the districts, especially in Chitrakoot and Chandauli. Over 55 percent respondents also reported that the Members of GP have been visiting the worksites. Even the proportion of such respondents was as high as 78 percent in Hardoi followed by 72 percent in Kheri Lakhimpur.

## IV. Child Care Practices

The study found that there were the children of below six years in only 4.38 percent of the sample households belonging to women beneficiaries. Even there were no children in this age group in the sample households of Hardoi and Kheri Lakhimpur. The women beneficiaries were making the practices of keeping these children at more than one place depending upon the availability of type of facility available for the child care at the specific place. Due to lacking

any facility of looking after the children at almost the worksites where the worked a half of women were leaving their children at home and the children of another 7 percent women were being look after by their neighbors. Nearly 43 percent women were found sometimes bringing their children at worksites whether the facility of crèche is available or not at the worksite.

The facts were that in most of the cases the children of women beneficiaries were look after either by their siblings or by themselves along with working at the worksite. Only 7 percent of women respondents in Chitrakoot had reported that their children were look after by other people working at the worksite. The women beneficiaries reported that looking after the children along with engaging in undertaking work at the worksite happen to be very difficult in many time but the prevailing poor economic condition of household force face such difficulty. Even a majority of over 73 percent women reported that they feel anxious about their child in keeping the child both at home and at the worksite. Enquiring regarding the reasons for feeling anxious a high majority of women were hesitated to reply in this context but a significant proportion of them remains afraid of kidnapping the child or feel anxiety while the child start weeping when they are engaged in work at worksite.

Table 5.29. Child Care Practices

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No
<b>No. of HH with children below 6 years</b>						
No response	100.00	100.00	96.25	86.25	95.63	306
Yes	0.00	0.00	3.75	13.75	4.38	14
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Places of Keeping the youngest child</b>						
No response	0.00	0.00	0.00	0.00	0.00	0
At the worksite	0.00	0.00	33.33	45.45	42.86	6
At home	0.00	0.00	66.67	45.45	50.00	7
With neighbor or relatives	0.00	0.00	0.00	9.09	7.14	1
Unclear	0.00	0.00	0.00	0.00	7.14	1
Total	0.00	0.00	100.00	100.00	100.00	14
<b>Individual Looking after the child at the worksite</b>						
No response	0.00	0.00	33.33	0.00	7.14	1
Self	0.00	0.00	66.67		71.43	10
Siblings	0.00	0.00	0.00	18.18	14.29	2
Other	0.00	0.00	0.00	9.09	7.14	1
Total	0.00	0.00	100.00	100.00	100.00	14
<b>Feeling of anxious about child</b>						
No response	0.00	0.00	33.33	0.00	7.14	1
Yes	0.00	0.00	66.67	63.64	71.43	10
No	0.00	0.00	0.00	27.27	14.29	2
Unclear	0.00	0.00	0.00	9.09	7.14	1
Total	0.00	0.00	100.00	100.00	100.00	14

**Reason for anxiety**

No response	0.00	0.00	0.00	45.45	71.43	10
Weeping	0.00	0.00	0.00	36.36	28.57	4
Kidnapped or misplaced	0.00	0.00	66.67	18.18	28.57	4
Total	0.00	0.00	100.00	100.00	100.00	14

**Facing difficulty in breasting at worksite**

No response	0.00	0.00	0.00	9.09	7.14	1
Yes	0.00	0.00	0.00	36.36	28.57	4
No	0.00	0.00	100.00	36.36	50.00	7
Unclear	0.00	0.00	0.00	18.18	21.43	3
Total	0.00	0.00	100.00	100.00	100.00	14

**Bringing of child if child care facility available at work site**

No response	0.00	0.00	0.00	27.27	21.43	3
Yes	0.00	0.00	100.00	72.73	78.57	11
Total	0.00	0.00	100.00	100.00	100.00	14

However, as a result of existing very cordial environment at the worksites among the beneficiaries of only one village working to gather at a single worksite a majority of women respondent reported they do not face any kind of difficulty even in breastfeeding at the worksite. The women beneficiaries were highly feeling the necessity of making the facility of child care at the worksite. As a very high majority of 79 percent women were highly interested to bring their child at the work side in case the concerned facility would be provided.

## **V. Work Wages and Working Conditions at Worksite;**

### **i. Pattern of Working at Worksite**

Out of the total respondents, a large proportion of over 74 percent of them were among those worked at the last or dead worksites which even constituted as high as 98 percent in Chandauli closely followed by 90 percent in Chitrakoot. On the other hand, the workers who were working at current worksite accounted highest at 38 percent in Kheri Lakhimpur followed by 35 percent in Hardoi. On an average the days of employment provided per worker at current worksite averaged for 13 days which ranged between 15 days in Kheri Lakhimpur to 11 days in Chandauli. Classification of respondents according to the type of work in which they were presently engaged it revealed that a overwhelming majority of 80 percent of them were engaged in digging and /or carrying earth followed by 19 percent in composite task and 10 percent in water supply. Even the proportion of respondents engaged in digging and /carrying of earth were accounted as high as 90 percent in Chitrakoot followed by 84 percent in Kheri Lakhimpur.

Table 5.30. Pattern of Working at different worksites

Description of work and worksites	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
No response	15.00	2.50	0.00	1.25	4.69	15
Live/current worker	35.00	37.50	2.50	8.75	20.94	67
Dead but the last worksite (old worker)	50.00	60.00	97.50	90.00	74.38	238
Total	100.00	100.00	100.00	100.00	100.00	320
No of days worked at current worksite (mean)	13.676	14.91	11.156	14.038	13.449	67
<b>Type of work doing at present work</b>						
No response	7.50	0.00	0.00	5.00	3.13	10
Digging and/or carrying earth	67.50	83.75	78.75	90.00	80.00	256
Breaking stones	0.00	2.50	0.00	0.00	0.63	2
Skilled work	0.00	5.00	0.00	2.50	1.88	6
Water supply	18.75	13.75	0.00	11.25	10.94	35
Composite task	23.75	27.50	17.50	8.75	19.38	62
Unclear	3.75	0.00	0.00	0.00	0.94	3
Total	100.00	100.00	100.00	100.00	100.00	320

## ii. Attendance and records of days worked

There was no uniformity maintained in the method of marking the attendance of respondents across the districts but in most of the worksites the attendance was marked informally in the personal notebook by the work supervisor/mate. Such methodology was largely prevalent in Kheri Lakhimpur and Chandauli. The attendance of respondents was generally taken once in a day in almost the districts. But, a second majority of 20 percent respondents also reported that their attendance was taken twice in a day. Such practice was highly prevalent in Kheri Lakhimpur than in remaining districts.

It was very interesting that only less than half of the respondents reported that they sign or put their thumb print on the muster roll. Such respondents were highest at 62 percent in Chitrakoot and 56 percent in Kheri Lakhimpur as against 31 percent and 45 percent in Hardoi and Chandauli respectively. Thus the pattern of taking attendance and signing or putting thumb print on muster roll of respondents maintained in Hardoi was very unsatisfactory in comparison to other districts. Even, a very high proportion of over 73 percent respondents, comprising as high as 86 percent in Chitrakoot and 77 percent in Chandauli reported that their days of work on muster roll were not recorded accurately. The proportion of respondents which days of work recorded accurately in the muster roll were ranged between 21 percent and 9 percent across the sample districts.

Table 5.31. Details of Recording Attendance in Muster Roll

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	HH
<b>Marking of attendance by supervisor</b>						
No response	6.25	0.00	1.25	1.25	2.19	7
Muster roll	1.25	0.00	0.00	0.00	0.31	1
Informal notebook	76.25	100.00	97.50	90.00	90.94	291
Mate does not record attendance	1.25	0.00	0.00	1.25	0.63	2
Other	0.00	0.00	0.00	1.25	0.31	1
Unclear	15.00	0.00	1.25	6.25	5.63	18
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Frequency of taking attendance</b>						
No response	6.25	0.00	1.25	1.25	2.19	7
Muster roll	3.75	38.75	22.50	13.75	19.69	63
Informal notebook	75.00	61.25	76.25	78.75	72.81	233
Mate does not record attendance	0.00	0.00	0.00	5.00	1.25	4
Other	0.00	0.00	0.00	1.25	0.31	1
Unclear	15.00	0.00	0.00	0.00	3.75	12
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Signing on muster roll</b>						
No Response	3.75	0.00	0.00	1.25	1.25	4
yes	31.25	56.25	45.00	62.50	48.75	156
DN	55.00	32.50	21.25	11.25	30.00	96
No	10.00	11.25	33.75	25.00	20.00	64
Total	100.00	100.00	100.00	100.00	100.00	320

Table 5.32. Recording the Working days in the muster roll

Accuracy in recoding actual working days	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	HH
No response	3.75	1.25	1.25	0.00	1.56	5
Yes	15.00	21.25	17.50	8.75	15.63	50
DN	26.25	3.75	3.75	5.00	9.69	31
No	55.00	73.75	77.50	86.25	73.13	234
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Finding the names of persons on muster roll who did not work</b>						
No response	3.75	2.50	0.00	0.00	1.56	5
Yes	18.75	0.00	0.00	7.50	6.56	21
No	22.50	7.50	0.00	7.50	9.38	30
D K	55.00	90.00	100.00	85.00	82.50	264
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Finding of dead person on muster roll</b>						
No response	6.25	1.25	0.00	0.00	1.88	6
Yes	1.25	0.00	0.00	1.25	0.63	2
No	18.75	12.50	0.00	8.75	10.00	32
D K	73.75	86.25	100.00	90.00	87.50	280
Total	100.00	100.00	100.00	100.00	100.00	320



However, only 7 percent respondents saw the names of persons who did not work at the worksite with them while a majority of 83 percent respondents had no information in this regard. In all, there was not names of persons who had not worked at the work sites in Chandauli and Kheri Lakhimpur. Even in these both districts, none of the respondent had noticed the names of dead persons in the muster roll. But the similar was not in the case of other two districts. As one respondent in each of other district noticed the existence of such problem.

### iii. Facing Health and Harassment Problem

By and large the respondents who have been participating in undertaking NREGA work were possessing a sound health condition as only nearly 2 percent respondents reported that they suffered from some minor health problems like fever and cold while working at the current work site in the past. Even the concerned health problem was very light in the sense that a half of such respondents faced the concerned problem for a very shorter duration.

Table 5.33 Health related problems

Particular	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	HH
<b>Facing health problem at the worksite</b>						
No response	3.75	1.25	0.00	0.00	1.25	4
Yes	1.25	2.50	0.00	3.75	1.88	6
No	95.00	96.25	100.00	96.25	96.88	310
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Frequency of health problems</b>						
Sometimes	100.000	50.00	0.00	33.33	50.00	3
No response	0	50.00	0.00	66.67	50.00	3
Total	100.00	100.00	0.00	100.00	100.00	6

Similarly, the problem of harassing the respondents at the worksite was hardly emerged in almost the sample districts. Only exception was the case in Chandauli wherein 4 respondents were reported harassed in terms of slang and abuse by the supervisor who was looking after the NREGA work.

Table 5.34. Harassment at worksite

Particular	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	HH
<b>Facing harassment at worksite</b>						
No response	0.00	1.25	3.75	1.25	1.56	5
Yes	0.00	0.00	5.00	0.00	1.25	4
No response	100.00	98.75	86.25	98.75	95.94	307
Unclear	0.00	0.00	5.00	0.00	1.25	4
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Type of harassment</b>						
No response	0	0	25.00	0	25.00	1
Slang	0	0	50.00	0	50.00	2
Abused	0	0	25.00	0	25.00	1
Total	0	0	100.00	0	100.00	4



#### iv. Creation of Assets

It was revealed that the Gram Panchayats were involved in mainly the creation of assets like ponds, check dam and kachcha/pucca link roads in the sample districts. A large majority of nearly 51 percent respondents consisting as high as 60 percent each in Hardoi and Chitrakoot were engaged in construction of ponds. A second majority of 31 percent respondents comprising highest at 56 percent Chandauli were engaged in construction of link roads.

A high majority of over three fourth proportions of respondents had the understanding that the assets created in their GP would be useful in the interest of village communities. This proportion of respondent was as high as 81 percent and 71 percent in Hardoi and Kheri Lakhimpur respectively. Even another over 23 percent respondents had indicated that the created assets were very useful for villages.

The involvement of contractor in NREGA work was more or less seen in almost the districts except in Chandauli. However, one percent respondents complained regarding the use of machines at the worksite and 6 percent respondent reported regarding the involvement of contractor in supervision of works at the worksites. However, the research team had not found any use of machine and involvement of contractor in supervision of work at any of the 16 worksite we covered in our sample.

**Table 5.35. Creation of Asset and Its Usefulness, Use of Machine and Involvement of Contractor at worksite.**

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	HH
<b>Type of assets created</b>						
No response	0.00	0.00	12.50	0.00	3.13	10
Pond	60.00	48.75	35.00	60.00	50.94	163
Check dam	6.25	2.50	18.75	5.00	8.13	26
Well	1.25	0.00	1.25	0.00	0.63	2
Other water harvesting structure	1.25	32.50	5.00	21.25	15.00	48
Land improvement	0.00	6.25	6.25	1.25	3.44	11
Kaccha road	30.00	7.50	56.25	28.75	30.63	98
Pacca road	8.75	0.00	1.25	0.00	2.50	8
Other	0.00	2.50	1.25	8.75	3.13	10
DK	0.00	0.00	2.50	1.25	0.94	3
No asset creation involved	100.00	100.00	100.00	100.00	100.00	320
<b>Usefulness of created assets</b>						
No response	0.00	0.00	3.75	1.25	1.25	4
Very useful	11.25	21.25	35.00	25.00	23.13	74
Useful	81.25	71.25	46.25	70.00	67.19	215
Not particularly useful	7.50	6.25	0.00	3.75	4.38	14
Useless	0.00	1.25	3.75	0.00	1.25	4
Unclear	0.00	0.00	10.00	0.00	2.81	9
Total	100.00	100.00	100.00	100.00	100.00	320

Table 5.36. Use of machine and involvement of contractor at worksite and payments of wages

Use of machine at worksite	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	H.H.
No response	3.75	0.00	0.00	0.00	0.94	3
Yes	2.50	1.25	0.00	1.25	1.25	4
No	93.75	97.50	100.00	98.75	97.50	312
Unclear	0.00	1.25	0.00	0.00	0.31	1
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Involvement of contractor</b>						
No response	6.25	1.25	0.00	0.00	1.88	6
Yes	5.00	16.25	0.00	3.75	6.25	20
No	67.50	68.75	96.25	85.00	79.38	254
DK	21.25	13.75	3.75	11.25	12.50	40
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Mode of wage payment</b>						
Daily-wage	48.72	53.75	96.25	12.50	52.83	168
Piece-rate	38.46	45.00	2.50	86.25	43.08	137
Other	2.56	1.25	1.25	0.00	1.26	4
Unclear	10.26	0.00	0.00	1.25	2.83	9
Total	100.00	100.00	100.00	100.00	100.00	318
<b>Wages Calculated by respondent at Worksite</b>						
No response	7.70	3.75	0	0	2.81	9
Yes	86.25	90.00	96.25	43.75	79.01	253
No	6.25	6.25	3.75	56.25	18.18	58
Total	100.00	100.00	100.00	100.00	100.00	320

## v. Pattern of Wage Payment

Over and above it indicated that more and more emphasis has been provided to in the identification of time based work over the piece rate works at the GP level. It indicated by the fact that significantly a higher proportion of nearly 53 percent respondents were paid their wages on daily basis. Even the proportion of respondents who received their payments on such basis accounted over 96 percent in Chandauli. Though concerned mode of wage payment was very less prevailing in Chitrakoot, where only 13 percent of respondents received their wages on daily basis. Contrary to this, the proportion of respondents who were given wages on piece rate basis was highest at over 86 percent in Chitrakoot followed by 45 percent respondents in Kheri Lakhimpur.

In spite of the fact a large proportion of respondent were illiterate a significant proportion of 79 percent of them had been making the practices of calculating their wages at worksite. Even the proportion of this category of respondents was noted fairly large at 96 percent in Chandauli and 90 percent in Kheri Lakhimpur.

## vi. Measurement of Work

Enquiring about the individuals who had been engaged in measurement of work undertaken at the worksite a large proportion of 34 percent respondents revealed that they had not found any individual measuring the works in the past. The proportion of respondents who provided such complain was even as high as 53 percent in Chitrakoot though it was lowest at 20 percent in Kheri Lakhimpur. What so ever the facts were revealing in this context a second majority of 31 percent respondents, largely in Kheri Lakhimpur reported that the NREGA works were measured by mate. Involvement of technical assistant and junior engineer in this context was in only 3 percent GPs.

As far as the procedure maintained in the measurement of the work was concerned it was reported by a majority of 58 percent respondents that the work of all the respondents was being measured collectively while the work of only 20 percent respondents, that only in Kheri Lakhimpur was measured individually. The practices of team measurement was again followed in Kheri Lakhimpur only while in Hardoi and Chitrakoot the work of all the respondents was being collectively measured while no measurement of work was done in 36 percent GPs.

Table 5.37. Measurement of work

Individual involved in work measurement	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	H.H
No response	38.75	2.50	23.75	3.75	17.19	55
Junior engineer	6.25	8.75	2.50	12.50	7.50	24
Technical Assistant	11.25	0.00	1.25	0.00	3.13	10
Mate/supervisor	8.75	61.25	33.75	20.00	30.94	99
Sarpanch/sachiv	0.00	1.25	0.00	0.00	0.31	1
Gram rozgar sewak	0.00	12.50	25.00	8.75	11.56	37
Other	1.25	3.75	5.00	0.00	2.50	8
Unclear	0.00	2.50	8.75	10.00	5.31	17
No measurement was made	35.00	20.00	28.75	52.50	34.06	109
Total	100.00	100.00	100.00	100.00	100.00	320
Measurement of respondent's work						
Individual measurement	0.00	35.14	0.00	0.00	19.70	13
Team measurement	0.00	40.54	0.00	0.00	22.73	15
Collective measurement	100.00	24.32	100.00	100.00	57.58	38
Total	100.00	100.00	100.00	100.00	100.00	66

## VI. A Review and Check List at Worksites

The study had further incorporated the prevailing working condition at the worksites and pattern of implementation of programme though visiting 16 working worksites, one worksite in each sample village and enquiring among the beneficiaries working at the same worksite.

### **i. Muster Roll**

The practices of keeping muster rolls for noting the details of wage payments and other aspects were hardly maintained at the worksites. It was available at only 6 percent worksites. Instead, the master roll were reported kept mainly with the Gram Pradhans and the Village Panchayat secretaries while for 25 percent worksites it was kept at the office of G.P. Examining the muster rolls it was found that the muster roll of only 6 percent worksites were updated so far. Even there was a difference between the actual days worked by the labours and the days of work mentioned in the updated muster roll at one worksite.

### **ii. Application for Work**

A very irregularity was further found prevailing in providing employment to the persons who demanded employment even through applying with proper channel for work under NREGA. As only at 13 percent worksites the procedure of providing work through the written application of the employment seekers was maintained. Otherwise, the labourers at a large majority of 69 percent worksites were unaware about the mode of applying for work. Instead, only at 19 percent worksites the labourers applied individually.

### **iii. Payments of Wages**

Among the different categories of worksites, the proportion of current worksites from where the payments of wages done were only 6 percent. The wages were not paid timely at any worksite in the past. Since payments of wage took over one month after the completion of works at a majority of 88 percent worksites while only at 1 worksite in Hardoi the wages were paid within a month of the completion of work. Unfortunately, at a significant proportion of worksites the prescribed minimum wages under NREGA were paid to the labourers. But the payments of wages was largely performed at the individual houses of Pradhans and other villagers. Only in case of 44 percent worksites, mainly in Chandauli the wages were paid at the public places. However, the wages were paid to the concerned individual beneficiary only at a larger proportion of 94 percent worksites though without loudly reading the details of wage payments. Infact, the labourers were reported signed at the muster roll after taking wages only at 13 percent worksites, that too only in Hardoi. Even the entry of the details of wage payments on master roll was doing at only 31 percent worksites while it was not clear at 19 percent worksites. In the districts of Hardoi and Kheri Lakhimpur, the labours were paying less than the prescribed wages under the provision of NREGA. At a majority of 56 percent worksites, the labours had complained either against the untimely payment of wages or the ongoing practices of paying less than prescribed amount of wages. The average waiting period for getting wages after the completion of work was noted for 22 days for all districts together.

#### iv. Worksite Facilities

The participants were hardly aware about the types of basic facilities to be made available as per the provision of NREGA at the worksites. Even the facility of first aid kit and crèche was not provided at any of the worksite covered in the study. However, only the facility of shed for workers and drinking water was available at 6.25 percent worksites. Even the placement of board for providing various NREGA related information to the workers was not carried out at any worksite. The Vigilance committee was not formed for any worksite. In terms of enquiring regarding any type of irregularity prevailing at the worksites, the beneficiaries were either not aware or they were avoiding to provide actual information in this context.

The Mate for supervising and looking after the other works at worksite was n employed at only 12.50 percent worksite that too in Hardoi only at the time of our visit. But, the beneficiaries of 19 percent worksites reported that the Mate had done the work measurement in the past. The beneficiaries at 12.50 percent worksites had seen that the Mate brings only calculator with him while visiting at worksite..

The workers were involved in the construction of link roads in the form of kaccha road and digging of ponds and nala at the worksites we covered in the study. The assessment of the research team was that the assets being created at nearly one third of sample worksites would be quite useful for the villagers while there was a optimistic views regarding the usefulness of assets being created at a majority of 44 percent worksites which were largely being created in Chitrakoot. Also the assets being created at 19 percent worksites were expected would be not particularly useful.

As far as the usefulness of work being created at different worksites was concerned we assessed that nearly 44 percent works may be quite useful which were mainly being created in Hardoi and Cheri Lakhimpur. But a large majority of 50 percent works which were being created mainly in other two districts would not be useful because they were ( ponds) being created far away from the villages.

Table 5.38. Review of Check List at the Worksites

	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>Availability of Muster Roll</b>					
Yes	1 (25.00)	-	-	-	1 (6.25)
No	3 (75.00)	4 (100.00)	4 (100.00)	4 (100.00)	15 (93.75)
<b>If not where was Muster Roll</b>					
Within Panchayat	1	1	-	2	4



	(25.00)	(25.00)		(50.00)	(25.00)
Available Locally	1 (25.00)	1 (25.00)	2 (50.00)	2 (50.00)	6 (37.50)
Available with Govt. Official	2 (50.00)	2 (50.00)	2 (50.00)	-	6 (37.50)
<b>Updated Muster Roll</b>					
Yes	1 (25.00)	-	-	-	1 (6.25)
No	1 (25.00)	1 (25.00)	1 (25.00)	1 (25.00)	4 (25.00)
Unclear	2 (50.00)	3 (75.00)	3 (75.00)	3 (75.00)	11 (68.75)
<b>Difference in Actual Working and as per MR Labour</b>					
Yes	1(25.00)				
NA	3(75.00)	4(100.00)	4(100.00)	4(100.00)	15(93..75)
<b>Irregularities in the Muster Roll</b>					
Yes	1(25.00)	-	-	-	1 (6.25)
No	2 (75..00)	2 (50.00)	-	-	3 (18.75)
Unclear	1 (25.00)	2 (50.00)	4 (100.00)	4 (100.00)	12 (75.00)
<b>Work Applications</b>					
<b>1. labourers were employed As per Application</b>					
Yes	1 (25.00)	-	-	-	1 (12.50)
No	3 (75.00)	4 (100.00)	4 (100.00)	3 (75.00)	14 (87.50)
Unclear	-	-	-	1 (25.00)	1 (25.00)
<b>(2) Mode of Applying for work</b>					
Individually	1 (25.00)	1 (25.00)	-	1 (25.00)	3 (18.75)
Nuclear	-	2 (50.00)	-	-	2 (12.50)
N.A.	3 (75.00)	1 (25.00)	4 (100.00)	3 (75.00)	11 (68.75)
<b>(1)Wage Paid so far at this work site</b>					
Yes	-	1 (25.00)	-	-	1 (6.25)
No	4 (100.00)	2 (50.00)	4 (100.00)	4 (100.00)	14 (87.50)
Unclear	-	1 (25.00)	-	-	1 (6.25)
<b>(2)Duration of last wage paid at this worksite</b>					
Number of days	NA	10.5	NA	5.00	12.00
<b>Payment of Wages at Last Worksite</b>					
<b>(1) Payment of Wages after completion of work</b>					
Within 15 days	nil	nil	nil	nil	-nil
Within a month	1	-	1	-	2



	(25.00)		(25.00)		(12.50)
After one month	3 (75.00)	4 (100.00)	3 (75.00)	4 (100.00)	14 (87.50)
<b>(2) Getting of the minimum wage</b>					
Yes	2 (50.00)	2 (50.00)	4 (100.00)	4 (100.00)	12 (75.00)
No	2 (50.00)	2 (50.00)	-	-	4 (25.00)
<b>(3) Place of Wage Payment</b>					
Public Place	-	1 (25.00)	4 (100.00)	2 (50.00)	7 (43.75)
Individual house	4 (100.00)	3 (75.00)	-	2 (50.00)	9 (56.25)
<b>(4) Mode of Payment</b>					
Separately	4 (100.00)	3 (75.00)	4 (100.00)	4 (100.00)	15 (93.75)
Together	-	1 (25.00)	-	-	1 (6.25)
<b>(5) Reading of payment details loudly</b>					
Yes	-	-	-	-	-
No	3 (75.00)	4 (100.00)	4 (100.00)	3 (75.00)	14 (87.50)
Unclear	1 (25.00)	-	-	1 (25.00)	2 (12.50)
<b>(6) Signing at the M.R. after taking wages</b>					
Yes	1 (25.00)	-	-	1 (25.00)	2 (12.50)
Only Some labours	3 (75.00)	4 (100.00)	4 (100.00)	3 (75.00)	14 (87.50)
<b>(7) Undertaking of Entry at job cards in front of the labours, at the payment</b>					
Yes	-	-	3 (75.00)	2 (50.00)	5 (31.25)
No	3 (75.00)	2 (50.00)	1 (25.00)	2 (50.00)	8 (50.00)
Unclear	1 (25.00)	2 (50.00)	-	-	3 (18.75)
<b>(8) Average Wage paid per day by Proportion of Respondents</b>					
N. A.	(100.00)	(50.00)	(25.00)	-	(43.75)
Rs. (No)	-	75.00 (50.00)	100.00 (75.00)	100.00 (100.00)	94.00 (56.25)
<b>(9) Waiting Period for payment of Wages</b>					
Average days	NA	23	25	18	22
<b>(10) Type of Complaints about wage payment</b>					
Delay in Payment	2 (50.00)	1 (25.00)	-	-	3 (18.75)
Less payment than provision	2	2	3	1	8

	(50.00)	(50.00)	(75.00)	(25.00)	(50.00)
No payment as per signing wages	2 (50.00)	2 (50.00)	3 (75.00)	2 (50.00)	9 (56.25)
Untimely payment through bank	2 (50.00)	2 (50.00)	3 (75.00)	2 (50.00)	9 (56.25)
<b>Worksite Facilities</b>					
<b>Shade for periods of rest</b>					
Yes	1 (25.00)	-	-	-	1 (6.25)
No	3 (75.00)	4 (100.00)	4 (100.00)	4 (100.00)	15 (93.75)
<b>Drinking Water</b>					
Yes	-	-	1 (25.00)	-	1 (6.25)
No	2 (50.00)	2 (50.00)	3 (75.00)	4 (100.00)	11 (68.75)
Unclear	2 (50.00)	2 (50.00)	-	-	4 (25.00)
<b>First Aid kit</b>					
Yes	-	-	-	2 (50.00)	2 (12.50)
No	3 (75.00)	2 (50.00)	4 (100.00)	2 (50.00)	11 (68.75)
Unclear	1 (25.00)	2 (50.00)	-	-	3 (18.75)
<b>Board at the work site</b>					
No	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)
<b>Formation of Vigilance committee</b>					
No	2 (50.00)	2 (50.00)	3 (75.00)	3 (75.00)	10 (62.50)
Unclear	2 (50.00)	2 (50.00)	1 (25.00)	1 (25.00)	6 (37.50)
<b>Evidence of Irregularities</b>					
<b>(1) Do You find any complaints</b>					
No	1 (25.00)	2 (50.00)	3 (75.00)	2 (50.00)	8 (50.00)
Unclear	3 (75.00)	2 (50.00)	1 (25.00)	2 (50.00)	8 (50.00)
<b>Mate employed at the worksite</b>					
Yes	2 (50.00)	-	-	-	2 (12.50)
No	2 (50.00)	3 (75.00)	4 (100.00)	4 (100.00)	13 (81.25)
Unclear	-	1 (25.00)	-	-	1 (6.25)
<b>Does the mate do any work measurement</b>					
Yes	2 (50.00)	-	-	1 (25.00)	3 (18.75)

No	1 (25.00)	3 (75.00)	2 (50.00)	2 (50.00)	8 (50.00)
Unclear	1 (25.00)	1 (25.00)	2 (50.00)	1 (25.00)	5 (31.25)
<b>Mate have any equipment</b>					
<b>Calculator</b>					
Yes	2 (50.00)	-	-	-	2 (12.50)
No	2 (50.00)	4 (100.00)	4 (100.00)	4 (100.00)	14 (87.50)
<b>Assessment of Survey Team about NREGA Work</b>					
<b>(1) Assessment of the Economic usefulness of assets</b>					
Quite useful	2 (50.00)	2 (50.00)	-	1 (25.00)	5 (31.25)
Not particularly useful	1 (25.00)	1 (25.00)	1 (25.00)	-	3 (18.75)
Unable to assess	-	-	1 (25.00)	-	1 (6.25)
NA	1 (25.00)	1 (25.00)	2 (50.00)	3 (75.00)	7 (43.75)
<b>(2) Assessment of the usefulness of work</b>					
Quite useful	3 (75.00)	3 (75.00)	-	1 (25.00)	7 (43.75)
Not particularly useful	-	-	1 (25.00)	-	1 (6.25)
Useless	1 (25.00)	1 (25.00)	3 (75.00)	3 (75.00)	8 (50.00)
<b>(3) Labourers employed this worksite</b>					
Yes (Quite a few)	2 (50.00)	4 (100.00)	4 (100.00)	3 (75.00)	13 (81.25)
Yes (Only a few)	2 (50.00)	-	-	1 (25.00)	3 (18.75)

## VI. Planning Process For NREGA in Gram Panchayat

Based on information obtained among the sample of respondents regarding the regularity maintained in organising the meetings of Gram Panchayats it revealed that the GP were hardly concerned in this regard during the last year. As only about 28 percent respondents reported the meetings of GP were held during the last month. The performance in holding the meetings of GP's was very poor in Chandauli as compared to other districts where only 8 percent of respondents as compared to 23 percent respondents in Chitrakoot and over 40 percent respondent in both Hardoi and Kheri Lakhimpur reported the meetings of GP were organized during the last year. Its not only the fact that the there was larger irregularity prevailing in holding the meetings by GP but the respondents themselves were also very

irregular in participating the meetings of GP. Since the proportion of respondents who participated the meetings of GP during the last sixth months were only around 10 percent. Even the concerned proportion of participants was noted as lower as only 3 percent in Chandauli and it was highest at 19 percent in Chitrakoot.

It was further pointed out that the lacking proper communication sources for providing information to the people at village level happened to be most important factor behind unsatisfactory participation of the people in the meetings which being organized by the Gram Panchayats. It is well evident from our analysis that fairly a high proportion of 41 percent lacked information behind their not attending the GP meetings which were held during the last six months. Even the proportion of such participants was over 63 percent in Kheri Lakhimpur. Only 8 percent participants had not attended meeting even after having a prior information of holding the meeting because they were not interested in attending the meetings.

The participation of respondents in the discussions held on various issues in the meetings was also revealed much below the satisfactory level. As out of 31 respondents who attended the meetings of GP only about 22 percent of them took participation in discussions held at the meetings of GP.

Table 5.39; Meetings of Gram Panchayats and Planning for NREGA

Description	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Total No.
<b>Holding of G.P.Meetings</b>						
Yes	7.50	22.50	41.25	40.00	27.81	89
No	91.25	77.50	57.50	58.75	71.25	228
Unclear	1.25	0.00	1.25	1.25	0.94	3
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Meeting Attended During Last Six Months</b>						
No response	92.50	76.25	57.50	58.75	71.25	228
Yes	2.50	3.75	18.75	13.75	9.69	31
No	5.00	20.00	23.75	27.50	19.06	61
Total	100.00	100.00	100.00	100.00	100.00	320
<b>Reason for Not Attending Meetings</b>						
No response	0.00	6.25	36.84	4.55	14.75	9
Not aware of meeting	0.00	31.25	31.58	63.64	40.98	25
Meeting are pointless	25.00	6.25	5.26	0.00	4.92	3
Not interested in attending	25.00	12.50	10.53	0.00	8.20	5
Interested but unable to attend	25.00	6.25	5.26	13.64	9.84	6
Interested but does not feel welcome	0.00	12.50	10.53	9.09	9.84	6
Other	25.00	25.00	0.00	9.09	11.48	7
	100.00	100.00	100.00	100.00	100.00	61



## **CHAPTER VI**

### **IMPACT OF NREGA AT HOUSEHOLD AND VILLAGE LEVEL**

The present chapter deals to highlight the impact of the implementation of NREGA in matters related to rural labour market, structure of wages, employment and unemployment situation, contribution of NREGA wages to household income, issues related to women empowerment, perceptions on NREGA etc among the sample participant and non-participants households across different districts and according to various socio-economic determinants.

#### **A. Household Level Analysis**

The assessment in connection to the impact of initiating NREGA at household level in rural areas has been carried out in terms of changes occurring in the situation of employment and unemployment, contribution of NREGA in total income generated from different sources, utilisation pattern of NREGA income, condition of meeting food security, shocks and cropping mechanism and empowerment of women.

#### **I. Emerging Situation of Employment and Unemployment**

##### **i. Employment and Unemployment at District Level**

The situation of existing employment and unemployment across the district level has been presented in terms of proportion of working days devoted by the respondents between different category of employment and in NREGA on one hand the proportion of un-employment days to total working days of the respondents on the other.

The member of only participant households had participated in the NREGA in all the districts. Even as far as the impact of NREGA in creation of employment was concerned the study found that these participants were getting very negligible days of employment under the works created in NREGA during the different agricultural seasons especially during the kharif season. It was evident by the fact that during the Kharif season the proportion of working days of the participants in NREGA ranged between 9 percent in Chandauli to nearly 3 percent in Hardoi. Even a very high proportion of over one third of the working days of the respondents remained under the situation of unemployment. However irrespective of lacking participation of non-participants in employment created under NREGA the proportion of un-employment days of non-participants were noted relatively less than the participants in all the agricultural seasons in almost the districts. And the impact of NREGA in creation of additional employment was revealed highest during the Rabi agricultural season followed by during summer and lowest during the Kharif agricultural season.



Table 6.5(i) Unemployment and Un employment at District Level During 2007-08.

Proportion of Working Days	Participants					Non-Participants				
	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra Koot	Total	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra Koot	Total
<b>During Kharif</b>										
a) Under NREGS	2.71	6.41	8.68	3.81	5.22	0.00	0.00	0.00	0.00	0.00
b) Under Non-NREGS	16.05	24.56	31.54	16.58	21.62	10.05	9.29	21.46	5.31	11.34
c) Self employment days	48.03	37.38	26.14	37.33	37.38	60.38	64.30	55.48	61.55	60.54
d) Un-employment days	33.22	31.65	33.64	42.28	35.78	29.57	26.41	23.06	33.14	28.12
h) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00
<b>During Rabi</b>										
a) Under NREGS	6.93	13.10	16.96	10.28	11.82	0.00	0.00	0.00	0.00	0.00
b) Under Non-NREGS	17.41	25.43	27.80	17.21	21.71	10.27	9.95	22.10	5.52	11.77
c) Self employment days	46.78	35.94	26.69	38.29	36.77	60.94	65.16	57.70	61.97	61.53
d) Un-employment days	28.89	25.52	28.55	34.22	29.70	28.79	24.88	20.20	32.51	26.70
h) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00
<b>During Summer</b>										
a) Under NREGS	6.11	9.25	7.77	14.48	9.75	0.00	0.00	0.00	0.00	0.00
b) Under Non-NREGS	16.40	26.16	33.50	16.87	22.69	10.10	10.25	20.98	5.13	11.48
c) Self employment days	39.85	31.05	26.81	32.68	32.67	56.72	54.93	54.46	59.78	56.49
d) Un-employment days	37.64	33.54	31.92	35.98	34.89	33.18	34.82	24.56	35.09	32.03
h) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00
<b>During the Whole Agriculture Year</b>										
a) Under NREGS	4.94	9.35	11.48	8.62	8.58	0.00	0.00	0.00	0.00	0.00
b) Under Non-NREGS	16.58	25.25	30.65	16.86	21.92	10.13	9.75	21.55	5.34	11.52
c) Self employment days	45.60	35.31	26.50	36.49	36.01	59.67	62.25	55.96	61.25	59.86
d) Un-employment days	32.88	30.09	31.37	38.02	33.49	30.20	28.00	22.48	33.41	28.62
h) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Altogether, the proportion of working days of participants under the NREGA employment stood only 9 percent which ranged lowest of 5 percent in Hardoi to highest level of 11 percent in Chandauli. Still the non NREGA activities in general and the activities providing self employment opportunities were found contributing a significant role in creation of employment for both participants and non- participants. But the proportion of working days put under the self employment were fairly much higher in case of latter groups of respondents than the former one.

Table.6.5 (ii).Difference in Employment and Unemployment at District Level During 2007-08

Proportion of Working Days	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>During Kharif</b>					
a) Under NREGS	7.82	35.37	26.93	8.61	15.57
b) Under Non-NREGS	27.40	93.55	52.76	30.79	42.01
c) As Self employment	24.65	-84.29	-35.59	6.79	-8.54
d) Unemployment days	40.13	55.37	55.90	53.81	50.96
h) Total days available for work	100.00	100.00	100.00	100.00	100.00
<b>During Rabi</b>					
a) Under NREGS	20.72	69.92	41.00	23.29	33.11
b) Under Non-NREGS	31.61	92.56	35.87	32.02	39.62
c) Self employment days	18.59	-90.76	-17.26	8.30	-7.85
d) Un-employment days	29.08	28.28	40.39	36.39	35.12
h) Total days available for work	100.00	100.00	100.00	100.00	100.00
<b>During Summer</b>					
a) Under NREGS	17.89	48.13	23.47	32.26	28.66
b) Under Non-NREGS	28.53	93.06	58.81	31.29	44.44
c) Self employment days	7.35	-69.32	-29.06	-0.61	-13.56
d) Un-employment days	46.23	28.13	46.79	37.06	40.45
h) Total days available for work	100.00	100.00	100.00	100.00	100.00
<b>During the Whole Agriculture Year</b>					
a) Under NREGS	14.50	50.27	32.10	19.44	24.96
b) Under Non-NREGS	29.05	93.09	46.97	31.33	41.76
c) Self employment days	18.41	-82.57	-26.40	5.43	-9.52
d) Un-employment days	38.05	39.20	47.33	43.81	42.80
h) Total days available for work	100.00	100.00	100.00	100.00	100.00

Therefore the proportionate difference of working days under self employment was ranging between 8 percent to 14 percent in favor of non-participants during different agricultural seasons. The concerned difference in this context was even at highest level of 69 percent to 91 percent in Kheri Lakhimpur. On the other hand the impact of NREGA was noted in getting additional employment for nearly 25 percent of working days with a minimum of 16 percent and maximum of 33 percent working days across the districts in favor of NREGA participants over the non-participants during different agricultural seasons.

## ii. Caste wise Employment and Unemployment

Looking at the impact of NREGA in creating employment for different community households it revealed that the BC households had been significantly a greater edge over the other community households in putting higher working days under the employment generated in NREGA during each of the agricultural season. As the consequences of larger size of holdings



In all the impact of NREGA in providing employment during the whole year has been gone largely in favor of BC households followed by SC households and least for ST households. The proportion of working days under non -NREGA were reported relatively higher for all the castes of NREGA participant households than their non participant counterpart. But the reversal was the situation emerging in terms of the proportion of unemployment days of all the caste of households. More or less, the impact of NREGA in creating additional employment has been positive at least at some level for all the castes of households except General caste. But the incidence of unemployment has been still largely prevalent during all the seasons especially during the kharif season among BC households followed by ST households and SC households and at a lowest level among the general castes households. It may, therefore be argued that despite of the implementation of NREGA for last two years the rural population in general and disadvantaged groups of population has been remaining without employment for a reasonable periods and the real impact of NREGA has been visualized in providing very negligible days of employment to the farm households during a whole year.

Table 6.6 (ii). **Differences in Employment and Unemployment by Caste During 2007-08**

Difference in Proportion of Working Days	SC	ST	BC	GENERAL CASTE
<b>During Kharif</b>				
a) Under NREGS	8.22	5.83	50.44	-0.69
b) Under Non-NREGS	24.53	20.00	111.71	-1.05
c) Self employment days	25.67	8.33	-139.70	75.53
d) Un-employment days	41.59	65.83	77.55	26.22
e) Total days available for work	100.00	100.00	100.00	100.00
<b>During Rabi</b>				
a) Under NREGS	12.20	5.21	103.03	-1.93
b) Under Non-NREGS	26.69	25.00	50.94	-2.51
c) Self employment days	26.62	10.42	-79.84	75.83
d) Un-employment days	34.49	59.38	25.87	28.61
e) Total days available for work	100.00	100.00	100.00	100.00
<b>During Summer</b>				
a) Under NREGS	13.77	5.56	90.73	-4.25
b) Under Non-NREGS	25.96	33.33	105.03	-1.46
c) Self employment days	21.24	11.11	-140.06	68.33
d) Un-employment days	39.03	50.00	44.30	37.38
e) Total days available for work	100.00	100.00	100.00	100.00
<b>During the Whole Agriculture Year</b>				
a) Under NREGS	10.93	5.56	84.04	-1.99
b) Under Non-NREGS	25.60	25.00	81.44	-1.64
c) Self employment days	24.89	9.72	-111.37	73.83
d) Un-employment days	38.58	59.72	45.89	29.79
e) Total days available for work	100.00	100.00	100.00	100.00



### iii. Employment and Unemployment Among Different Category of Farmers

On the expected line the benefit of creation of employment opportunities under the NREGA has mostly gone in favor of landless labours, marginal and small farmers than the other categories of farmers. For instance the proportion of working days under NREGA for landless labours were lowest from 7 percent during kharif to highest at 18 percent during summer while the same were lowest from less than 1 percent during kharif to highest at 11 percent during summer for large farmers. However the proportion of working days under non- NREGA employment of different categories of farmers except large farmers among the participants were significantly higher than their counterpart among the non – participants. Reversal was the situation in matter related to the working days put under the self -employment in case of different categories of farmers among participants and non-participants during all the seasons. Also the proportion of un – employment days were found higher among all the category of farmers among participants than the non-participants during kharif and Rabi season though same was not revealed during summer for landless labours and medium farmers.

In spite of the fact that a very little proportion of employment days were created under the NREGA that too only for participants during the whole agricultural season of 2007-08 its impact in providing employment has largely been recognized in favor of landless labours followed by marginal farmers and at lowest level in case of large farmers among the participants. Still the non- NREGA wage employment and self-employment were playing a dominating role in providing employment to the participants and non-participants respectively. The proportion of un – employment days suffered by different farm groups among participants were again higher for participants than their non- participant counterpart. It was largely due the fact that a large proportion of non -participants had assured employment available at their household level.

It further pointed out that the differences in employment days under NREGA were in favor of all categories of participant farmers except the larger farmers. This indicates that the benefit of employment created under NREGA has gone in favor of participant households owned small size of holdings than who owned larger holdings. However, the non -participant households were better placed than the participant households in getting employment as self-employment at their household level especially on their farm activities.

Even during the whole year, the differences in working days under NREGA for almost the categories of farmers except large farmers were accounted exceeding to the minimum of over 17 percent as compared to non -participants. But the concerned differences in favor of all categories of farmer participants under non- NREGA employment were higher than under





Table 6.7 (ii). Differences in Employment and Unemployment by Category of Farmers During 2007-08

Proportion of Working Days	Difference					
	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Total
<b>During Kharif</b>						
a) Under NREGS	11.98	10.82	24.73	140.89	-0.43	15.57
b) Under Non-NREGS	55.72	23.59	43.82	-278.82	33.72	42.01
c) Self employment days	-15.79	26.39	-42.46	274.38	51.15	-8.54
d) Un-employment days	48.09	39.20	73.91	-36.45	15.56	50.96
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00
<b>During Rabi</b>						
a) Under NREGS	28.78	23.26	28.04	483.08	-4.58	33.11
b) Under Non-NREGS	49.50	25.43	43.63	-476.92	31.53	39.62
c) Self employment days	-13.73	24.70	-17.43	192.31	58.85	-7.85
d) Un-employment days	35.44	26.61	45.76	-98.46	14.21	35.12
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00
<b>During Summer</b>						
a) Under NREGS	20.89	18.16	39.00	710.91	-14.47	28.66
b) Under Non-NREGS	56.60	24.32	50.05	-494.55	30.83	44.44
c) Self employment days	-12.49	19.29	-46.37	-29.09	64.75	-13.56
d) Un-employment days	35.01	38.23	57.31	-87.27	18.89	40.45
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00
<b>During Whole Agriculture Year</b>						
a) Under NREGS	20.30	16.72	29.60	336.34	-5.22	24.96
b) Under Non-NREGS	53.62	24.37	45.40	-375.77	32.29	41.76
c) Self employment days	-14.25	24.04	-35.16	203.87	57.02	-9.52
d) Un-employment days	40.33	34.87	60.16	-64.43	15.92	42.80
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00

#### iv. Employment and Unemployment Across the Income Groups of Households

As far as the pattern of working days under NREGA of different income groups of households is concerned the analysis depicted that irrespective of the size of income of households all the participants had received employment under the NREGA for at least some days. Though the proportion of working days under NREGA were significantly varying across the income groups during all the agricultural seasons. But these were generally fairly higher for middle-income groups of participants than the lowest and higher income groups of households during all the seasons. But the proportion of working days under non – NREGA were reported relatively higher for lowest income groups of below Rs. 20000 in case of both participants and non-participants in almost the agricultural seasons except during Rabi season for non – participants. Again a positive relationship was establishing between the size of income and the working days under self employment of both participants and non-participants though the

**Table 6.8. (i). Employment and Unemployment by Income Groups During 2007-08**

[illegible]

The differences in the proportion of working days under NREGA were ranged lowest from 4 percent during kharif season to highest at 22 percent during summer season for lowest and middle income groups of participants respectively while the same were negative at 1 percent point for larger income group of participants. Also the difference in the working days under non – NREGA employment again were very positive during all the seasons for almost the income groups of participants except larger income groups of participants. But the differences in the proportion of working days under self employment were noted fairly larger in favor of larger income groups of non-participants during all the seasons and were negative in case of lowest income groups during kharif and Rabi seasons.

Table 2.8 (ii). **Differences in Employment and Unemployment by Income Groups During 2007-08**

Proportion of Working Days	Below 10000	10000-20000	20000-30000	30000-40000	40000-50000	50000+	Total
<b>During Kharif</b>							
a) Under NREGS	4.08	7.58	12.23	15.70	12.82	-1.11	15.57
b) Working days under Non-NREGS (b/h X 100)	52.87	32.21	25.04	26.10	67.18	-1.63	42.01
c) Self employment days	-51.36	17.96	21.15	0.44	-9.23	77.27	-8.54
d) Un-employment days	94.41	42.25	41.57	57.76	29.23	25.47	50.96
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00
<b>During Rabi</b>							
a) Under NREGS	4.42	32.35	17.61	27.31	23.10	-3.04	33.11
b) Under Non-NREGS	62.31	25.13	26.98	32.83	62.03	-0.27	39.62
c) Self employment days	-44.23	15.59	20.99	0.57	-11.91	77.95	-7.85
d) Un-employment days	77.50	26.92	34.41	39.29	26.77	25.37	35.12
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00
<b>During Summer</b>							
a) Under NREGS	9.38	17.46	19.14	21.66	31.32	-6.10	28.66
b) Under Non-NREGS	57.29	31.40	27.97	28.43	71.22	-2.77	44.44
c) Self employment	-92.01	15.85	15.95	0.40	-22.16	76.53	-13.56
d) Un-employment	125.35	35.29	36.94	49.51	19.62	32.34	40.45
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00
<b>During the Whole Agriculture Year</b>							
a) Under NREGS	5.24	19.28	15.75	21.08	21.03	-2.99	24.96
b) Under Non-NREGS	57.07	29.33	26.42	28.92	66.43	-1.45	41.76
c) Self employment	-56.80	16.57	19.80	0.47	-13.42	77.32	-9.52
d) Un-employment	94.49	34.82	38.03	49.52	25.96	27.13	42.80
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00

## vi. Employment and Unemployment Among Men and Women

A clear cut difference in the working days put under NREGA by the men and women participants was well evident during all the agricultural seasons. As the men participants were getting employment for higher proportion of working days than their men counterpart under the





A large level of differences against women were found existing in the proportion of working days put by them under NREGA employment during each of the agricultural season. The concerned differences accounted to the extent of 3 to four times higher in favor of men across the different seasons. But the differences in working days under other category of employment and the proportion of unemployment days were positive in favor of participant women over the non-participant during all the seasons while such consistency was not revealed in case of participant men. As the proportion working days under self-employment for men participants were in negative over their non-participant men during all the seasons. Even at aggregate level the same were 27 percent lower for men participants than their non-participant counterpart.

## **II. Contribution of NREGA Income At The Household Level;**

### **i. District Level Analysis**

Attempts have been made in the proceeding analysis about the level and extent of income being generated per participant households from undertaking NREGA works and its contribution in the total income generated from different non NREGA employment in the households across the sample district level. The analysis in this regard revealed that there was a very little level of contribution of NREGA ranging lowest from 13 percent during kharif season to highest at 20 percent during summer season in the household income of participants. On an average per household income generated from NREGA was revealed highest at Rs.1649 during Rabi season followed by Rs. 1362 during summer season and lowest at Rs. 1248 during kharif season. Across the districts, the contribution of NREGA was reported highest at 27 percent in Chitrakoot during summer season followed by 23 percent again in same district during Rabi season and 21 percent in Kheri Lakhimpur during Rabi and lowest at 7 percent in Hardoi during kharif season.

Thus, it depicted that the contribution of NREGA in the household income of participants had been significantly larger during summer season and lowest during kharif season. But the similar was not the situation emerging in all the districts. As the concerned construction was noted highest during Rabi season in Hardoi and Kheri Lakhimpur and during kharif season in Chandauli. The non- participants were deriving income for their households only from non – NREGA employment which contribution in their household was remarkably much larger than in the households of participant households during each of the season in every district.

In all, the contribution of NREGA was accounted 17 percent in the income of participant households during the whole agricultural year of 2007-08. But it varied highest from 20 percent in Chitrakoot followed by 18 percent in Kheri Lakhimpur to lowest at 12 percent in Hardoi. The non – NREGA employment were the only single sources of income of non- participant households which was contribution in their households was found much higher than the contribution of income generated together from NREGA and non – NREGA employment in the households of participants in almost the districts. It was therefore, the differences in the contribution of non - NREGA in the households of participant were negative both in absolute term in two out of four districts and in aggregate terms at 80 percent against the participants. Also the difference in contribution of non – NREGA employment was revealed in favor of non-participants though it was revealed positive in favor of participants in Chandauli and Chitrakoot.

Table 6.10.(i) **Contribution of NREGA in Total Income at District Level**

Per HH Income By Source (Rs)	Participant					Non-Participant				
	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>During Kharif season</b>										
NREGS Income	580	1244	1914	1253	1248	0	0	0	0	0
Non-NREGS Income	8072	7437	7902	9789	8300	11158	12819	25231	15859	16267
Total Income	8652	8680	9816	11042	9548	11158	12819	25231	15859	16267
Proportion of NREGS Income in Total Income	7	14	20	11	13	0	0	0	0	0
<b>During Rabi season</b>										
NREGS Income	1238	2069	954	2335	1649	0	0	0	0	0
Non-NREGS Income	6042	7864	6940	7966	7203	9026	11459	20773	14188	13861
Total Income	7279	9934	7894	10301	8852	9026	11459	20773	14188	13861
Proportion of NREGS Income in Total Income	17	21	12	23	19	0	0	0	0	0
<b>During Summer season</b>										
NREGS Income	756	1128	1022	2544	1362	0	0	0	0	0
Non-NREGS Income	4669	4549	6509	6756	5621	7003	7485	15935	12752	10794
Total Income	5425	5677	7531	9300	6983	7003	7485	15935	12752	10794
Proportion of NREGS Income in Total Income	14	20	14	27	20	0	0	0	0	0
<b>During all seasons</b>										
NREGS Income	2574	4441	3890	6132	4259	0	0	0	0	0
Non-NREGS Income	18783	19850	21351	24511	21124	27186	31763	61939	42798	40922
Total Income	21356	24291	25241	30643	25383	27186	31763	61939	42798	40922
Proportion of NREGS Income in Total Income	12	18	15	20	17	0	0	0	0	0



Table 6.10 (ii). Difference in the Contribution of NREGA Income at District Level

Per HH. Income by Source (Rs)	District				
During Kharif season	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
NREGS Income	331	711	1094	716	713
Non-NREGS Income	6201	-2547	-266	100	-2229
Total Income	5869	-1837	828	816	-1516
Proportion of NREGS Income in Total Wage Income	-5.65	-38.70	132.18	87.78	-47.04
<b>During Rabi season</b>					
NREGS Income	707	1183	545	1334	942
Non-NREGS Income	-5450	-1586	98	-359	-1825
Total Income	-4743	-404	643	975	-882
Proportion of NREGS Income in Total Income	-14.91	-292.75	84.82	136.82	-106.78
<b>During Summer season</b>					
NREGS Income	432	644	584	1454	778
Non-NREGS Income	-4161	-2865	718	653	-1414
Total Income	-3729	-2221	1302	2107	-635
Proportion of NREGS Income in Total Income	-11.59	-29.01	44.83	69.01	-122.52
<b>During all seasons</b>					
NREGS Income	1471	2538	2223	3504	2434
Non-NREGS Income	-15812	-6999	550	393	-5467
Total Income	-14342	-4462	2772	3897	-3033
Proportion of NREGS Income in Total Income	-10.25	-56.87	80.17	89.91	-80.23

## ii. Across Different Castes

As far as the contribution of NREGA in the income of different castes of households was concerned it was revealed highest during the Rabi season for BC and ST households and during Summer season for other two castes of households. On the other hand this contribution was reported highest at 24 percent for BC households during the summer season and lowest at 4 percent for General Castes of households during the Kharif season. During the whole agricultural seasons together the contribution of NREGA was ranging from the highest level of 20 percent in the BC households to lowest at 9 percent in the General Castes on households. Average income per household generated from non -NREGA sources during the whole year was accounted highest in favour of ST households followed by General castes of households and it was lowest for SC households.

Table 6.11 (i). Contribution of NREGA Income in the Households of Different Castes

Per HH Income by Source (Rs)	Participants				Non-Participants			
During Kharif season	SC	ST	BC	Gen	SC	ST	BC	Gen
NREGS Income	1251	1750	1335	431	0	0	0	0
Non-NREGS Income	8184	20000	7908	11377	11015	6000	14090	28412
Total Income	9436	21750	9243	11808	11015	6000	14090	28412
NREGS Income in Total Income	13.26	8.05	14.44	3.65	0	0	0	0
<b>During Rabi season</b>								
NREGS Income	1428	1250	2176	1023	0	0	0	0
Non-NREGS Income	7068	8500	7007	10654	9311	5000	12230	23886
Total Income	8496	9750	9183	11677	9311	5000	12230	23886
<b>During Summer season</b>								
NREGS Income in Total Income	16.81	12.82	23.70	8.76	0	0	0	0
NREGS Income	1207	1000	1662	1492	0	0	0	0
Non-NREGS Income	5408	7700	5813	7115	7403	4000	9780	17868
Total Income	6616	8700	7474	8608	7403	4000	9780	17868
<b>Wage Income during all season</b>								
NREGS Income	3887	4000	5173	2946	0	0	0	0
Non-NREGS Income	20661	36200	20727	29146	27729	15000	36101	70166
Total Income	24547	40200	25900	32092	27729	15000	36101	70166
Proportion of NREGS Income in Total Wage Income	15.83	9.95	19.97	9.18	0	0	0	0

Further looking into the pattern of differences in the impact of NREGA in contribution of income between the households of participants and non-participants, it was found that it has been positive for 28 percent 12 percent higher income of SC and ST households respectively over their non-participant counterpart during the whole agricultural season. Even the concerned differences reaches to the point of 29 percent and 17 percent between concerned castes of participant and non-participant households during the summer season.

Table 6.11 (ii) Differences in Contribution of NREGA Income by Caste of Households

Per HH Income By Source (Rs)					
During Kharif season	SC	ST	BC	Gen	Total
NREGS Income	901	1167	655	84	713
Non-NREGS Income	2806	11333	-3303	-20692	-2229
Total Wage Income	3707	12500	-2648	-20608	-1516
Proportion of NREGS Income in Total Income	24	9	-25	0	-47
<b>During Rabi season</b>					
NREGS Income	1028	833	1067	199	942
Non-NREGS Income	2480	4000	-2797	-17184	-1825
Total Income	3507	4833	-1729	-16985	-882
Proportion of NREGS Income in Total Income	29	17	-62	-1	-107
<b>During Summer season</b>					
NREGS Income	869	667	815	290	778
Non-NREGS Income	1819	3800	-2134	-13021	-1414
Total Wage Income	2688	4467	-1319	-12731	-635
Proportion of NREGS Income in Total Income	32	15	-62	-2	-123
<b>During all seasons</b>					
NREGS Income	2798	2667	2537	572	2434
Non-NREGS Income	7105	19133	-8233	-50896	-5467
Total Income	9902	21800	-5696	-50325	-3033
Proportion of NREGS Income in Total Income	28	12	-45	-1	-80

### iii. Across the Different Category of Farm Households

The contribution of NREGA in the total income of participant landless households was significantly much higher than in the households of remaining categories of farmers during all the agricultural seasons. As the share of NREGA, income to total income of landless households was ranged from the highest point of 25 percent during summer season to lowest at 17 percent during the Kharif season. Even the proportionate share of NREGA in the income of marginal farmer households was also ranged between 23 percent to 14 percent during the Rabi and Kharif seasons respectively. But its contribution was lowest in households of larger farm households during the all agricultural seasons which varied from the highest point of 11 percent during Summer season to lowest at below 1 percent during the Kharif season.

Table 6.12 (i) Contribution of NREGA in the Income of Different Farm Households

Per HH Income by Source(Rs)	Participants					Non-Participants				
	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer
<b>During Kharif Season</b>										
NREGS Income	1533	1133	1281	856	118	0	0	0	0	0
Non-NREGS Income	7527	6925	9439	9909	18391	12220	11646	14749	29271	17466
Total Income	9060	8058	10720	10765	18509	12220	11646	14749	29271	17466
NREGS Income in Total Income	16.92	14.06	11.95	7.95	0.64	0	0	0	0	0
<b>During Rabi season</b>										
NREGS Income	1752	1770	1244	1799	991	0	0	0	0	0
Non-NREGS Income	5501	5961	9447	9900	17627	11137	9415	13849	22247	16278
Total Income	7254	7730	10691	11699	18618	11137	9415	13849	22247	16278
NREGS Income in Total Income	24.16	22.89	11.63	15.37	5.32	0	0	0	0	0
<b>During Summer season</b>										
NREGS Income	1605	1103	1295	1176	1855	0	0	0	0	0
Non-NREGS Income	4689	4610	5983	8470	14336	7134	7210	11910	17304	13765
Total Income	6294	5713	7277	9646	16191	7134	7210	11910	17304	13765
NREGS Income in Total Income	25.49	19.30	17.79	12.20	11.45	0	0	0	0	0
<b>During all seasons</b>										
NREGS Income	4890	4005	3819	3831	2964	0	0	0	0	0
Non-NREGS Income	17718	17496	24869	28279	50355	30491	28272	40508	68823	47509
Total Income	22608	21501	28688	32110	53318	30491	28272	40508	68823	47509
NREGS Income in Total Income	21.63	18.63	13.31	11.93	5.56	0	0	0	0	0

At aggregate level, the contribution of NREGA in the total income of landless households was recorded as high as 22 percent followed by 19 percent in the households of marginal farmers and lowest at 12 percent in the households of larger category of farmers. In other words, the contribution of NREGA in the total income of different categories of farm households was

negatively related with their size of land holdings. Obviously the average size of income derived from non – NREGA activities was found highest in the larger categories of farm households which consistently declined with declining the size of holdings of the households. Also differences in the contribution of NREGA was highly positive in favour of all the category of participants farm households over their non-participant counterpart of households during each of the agricultural seasons. In totality term the concerned differences reaches to the highest point of over 100 percent and 51 percent in favour of landless and marginal farm households respectively over their respective non-participant farm category of households. But the concerned differences were in negative term in the contribution of non-NREGA to the total income of other category of participant households.

Table 6.10 (ii). **Difference in the Contribution of NREGA Income of Different Farm Households**

Per HH Income by Source						
During Kharif season	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Total
NREGS Income	1071	683	677	383	30	713
Non-NREGS Income	1581	-457	-1957	-11743	-8293	-2229
Total Income	2652	225	-1280	-11360	-8263	-1516
NREGS Income in Total Wage Income	40.40	302.91	-52.93	-3.37	-0.37	-47.04
<b>During Rabi season</b>						
NREGS Income	1225	1066	658	805	253	942
Non-NREGS Income	491	-151	-1529	-7865	-7604	-1825
Total Income	1715	915	-871	-7061	-7351	-882
NREGS Income in Total Income	71.39	116.55	-75.48	-11.40	-3.45	-106.78
<b>During Summer season</b>						
NREGS Income	1121	664	685	526	474	778
Non-NREGS Income	1129	-89	-2447	-5774	-6577	-1414
Total Income	2250	576	-1763	-5248	-6102	-635
NREGS Income in Total Income	49.84	115.42	-38.84	-10.03	-7.77	-122.52
<b>During all seasons</b>						
NREGS Income	3417	2413	2020	1714	758	2434
Non-NREGS Income	3200	-697	-5934	-25382	-22474	-5467
Total Income	6618	1716	-3914	-23669	-21716	-3033
NREGS Income in Total Income	51.64	140.65	-51.60	-7.24	-3.49	-80.23

#### iv. Across the Income Groups of Households

Across the different groups of households the contribution of NREGA was reflected at highest level in the households of middle income groups of Rs. 2000 to Rs. 4000 during all the agricultural seasons. Among the lowest bracket of income groups its contribution was reflected highest from 22 percent during the Summer season to lowest at 9 percent during the Kharif season. This indicates the fact that the contribution of NREGA in the households of bottom

income groups was almost similar level as revealed in the middle-income groups of households during the summer season. On the other hand, the concerned contribution in the upper income groups of households was lowest as compared to remaining groups of households. This was particularly the fact that larger income groups of households were participating in NREGA employment for lesser days than the other income groups of households because they were deriving higher income per household than the other income groups of households from non – NREGA employment, which was well reflected from this presents analysis.

During the whole agricultural year the contribution of NREGA in the total income was again visualized highest in the middle income groups of participant households as against 12 percent in bottom and 10 percent in largest income groups of participant households. However the average income per household which generated from non –NREGA employment was registered consistently positively related with the size category of farm households of both participants and non participants.

Table 6.12 (i) **Contribution of NREGA Income by Income Groups of Households**

(in Rs.000 )

Per HH Income by Source (Rs)	Participant Households						Non-Participant Households					
During Kharif	Below 10	10-20	20-30	30-40	40-50	50+	Below 10	10-20	20-30	30-40	40-50	50+
NREGS Income	386	806	1587	1579	1227	769	0	0	0	0	0	0
Non-NREGS Income	4057	5986	8156	9732	14626	15345	4438	6165	9088	12832	16139	42489
Total Income	4443	6791	9743	11311	15853	16114	4438	6165	9088	12832	16139	42489
NREGS Income in Total Wage Income	8.68	11.86	16.29	13.96	7.74	4.77	0	0	0	0	0	0
<b>During Rabi season</b>												
NREGS Income	329	1292	1806	2210	1789	1596	0	0	0	0	0	0
Non-NREGS Income	3000	4269	5862	10090	18919	17731	2988	5106	7959	10523	15811	35785
Total Income	3329	5561	7668	12300	20707	19327	2988	5106	7959	10523	15811	35785
NREGS Income in Total Income	9.87	23.24	23.56	17.97	8.64	8.26		0	0	0	0	0
<b>During Summer season</b>												
NREGS Income	529	1071	1440	1584	1786	1931	0	0	0	0	0	0
Non-NREGS Income	1914	3668	5056	7620	10888	13800	2575	4153	6225	8077	12267	27679
Total Income	2443	4739	6496	9203	12674	15731	2575	4153	6225	8077	12267	27679
NREGS Income in Total Income	21.64	22.60	22.17	17.21	14.09	12.27	0	0	0	0	0	0
<b>During all seasons</b>												
NREGS Income	1243	3169	4833	5373	4802	4296	0	0	0	0	0	0
Non-NREGS Income	8971	13922	19074	27442	44432	46875	10000	15424	23271	31432	44217	105953
Total Income	10214	17091	23907	32815	49235	51172	10000	15424	23271	31432	44217	105953
NREGS Income in Total Income	12.17	18.54	20.22	16.37	9.75	8.40	0	0	0	0	0	0



Table 6.12 (ii) **Differences in Contribution of NREGA Income by Income Group of Households**

Per HH Income by Source						
During Kharif season	Below 10000	10000-20000	20000-30000	30000-40000	40000-50000	50000+
<b>During Kharif season</b>						
NREGS Income	180	511	1055	830	675	159
Non-NREGS Income	-473	1540	2379	-972	782	-30555
Total Income	-293	2051	3435	-141	1457	-30396
NREGS Income in Total Income	-61.36	24.91	30.72	-587.04	46.34	-0.52
<b>During Rabi season</b>						
NREGS Income	153	819	1201	1162	984	329
Non-NREGS Income	-193	839	1232	312	3290	-24742
Total Income	-40	1658	2433	1474	4274	-24413
NREGS Income in Total Income	-383.33	49.41	49.37	78.81	23.02	-1.35
<b>During Summer season</b>						
NREGS Income	247	679	958	832	983	398
Non-NREGS Income	-480	807	1277	174	468	-19120
Total Income	-233	1486	2235	1006	1451	-18721
NREGS Income in Total Income	-105.71	45.71	42.85	82.73	67.72	-2.13
<b>During all seasons</b>						
NREGS Income	580	2010	3214	2824	2641	887
Non-NREGS Income	-1147	3186	4888	-485	4540	-74417
Total Income	-567	5195	8102	2339	7182	-73530
NREGS Income in Total Income	-102.35	38.68	39.67	120.76	36.78	-1.21

The differences in the contribution of income generated from NREGA employment were very high in favour of middle-income groups than the other income groups of participant households over their non-participant counterpart of households. Surprisingly the same were negative in case of lowest income groups of participants during Rabi and Kharif seasons.

### III. Utilisation of NREGA Income

It is the universal fact that the all the labour community are preferably firstly utilize their wages earned through wage employment in necessary items as fooding and clothing for its family members and than the remaining amount of wages are spent on non food items. Therefore, the study further attempts to present the utilization pattern of income generated from NREGA employment of participant households in different non-food items. This analysis has been presented in terms of the proportion of households utilizing NREGA income under different heads on one hand the proportion of NREGA income spent on different heads of expenditures on the other hand in cases across the districts and income groups of households.



### i. Across the District Level

It was revealed that at least some proportion of participant households in each of the districts had at least some excess amount of wages for its spending under other than essential items as food and clothing. Infact over one third of households were forced to made expenditure on other essential purposes as health care. This proportion of participant households was even as high as 43 percent each in Kheri Lakhimpur and Chitrakoot. A second majority of 16 percent participant households comprising highest at 31 percent in Hardoi followed by 24 percent in Kheri Lakhimpur were using NREGA income in the purchase of agricultural instruments animals and other agricultural inputs. However, a lowest proportion of 1 percent participants that too only in Hardoi were in a position to spend NREGA income for the purchase of radio, TV, cycle etc.

Table 6.12 (i). **Utilisation of NREGA Income by Participants H.H. at the District Level**

Proportion of HH Utilising NREGA Income for	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Health/medicine	37.50	42.50	21.25	42.50	35.94
Purchase of Radio, cycle, T.V. etc	5.00	0.00	0.00	0.00	1.25
Agriculture instruments, animals, seed etc	31.25	23.75	0.00	8.75	15.94
Renovation/ house construction	20.00	23.75	11.25	18.75	18.44
Done saving	7.50	2.50	1.25	12.50	5.94
Total Participant Households	100.00	100.00	100.00	100.00	100.00

An assessment into the proportion of NREGA income being utilized under different heads of expenditures by the participants it indicated that the share of expenditure on renovation and construction of house and availing health care facilities were happened to be the two major heads of expenditure of the participants in almost the districts. However, the proportion of NREGA income utilized for the purchase of radio etc was reported lowest at 0.23 percent while a significant proportion of 7 percent NRGEA income was being utilized in purchasing agricultural implements and inputs. The share of expenditure on this head was even as high as 21 percent in Hardoi followed by 8 percent in Kheri Lakhimpur.

Table 6.12 (ii). **Proportion of Expenditure of NREGA Income by Its Purpose**

Heads of Expenditures	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Health / Medicine	11.27	8.97	4.79	6.10	7.33
Purchase of Radio, cycle, T.V. etc	1.55	0.00	0.00	0.00	0.23
Purchase of Agriculture instruments, animals, seed etc	21.49	7.82	0.00	1.01	5.65
Renovation/ house construction	14.35	10.40	2.68	8.30	8.48
Done saving	5.88	1.69	0.96	8.40	4.57
Total Expenditure of Participant Households	100.00	100.00	100.00	100.00	100.00



## IV. Perception on the Implication of NREGA

### i. Across the District Level

Despite the fact that the not participants were no where involved in NREGA activities the proportion of them realizing NREGA as a very important were fairly higher as compared to participant households in almost the districts except in Kheri Lakhimpur. But the perception of a highest majority of 72 percent as against none of the non- participants were that the implementation of NREGA has been somewhat important in the interest of the welfare village people. A second majority of 42 percent per participant households had reported that the concerned programme had helped in to avoid hunger in their households Even the proportion of such households were as higher as 58 percent in Hardoi followed by 51 percent in Chitrakoot. Surprisingly a lowest proportion of 13 percent participant households that the NREGA had helped them in providing employment. Such households were, however accounted nearly 33 percent in Hardoi. On the other hand the perception of a highest proportion of 53 percent non-participant households was that the initiation of NREGA has positively resulted in scarcity of labour in their villages. Though a second majority of 26 percent of them had the perception that it has helped to send children to school and caused to raise market wage over the years.

Table 6.14(i). Perception of NREGA at District Level

Proportion of HH Reported NREGA as	Participant Households					Non-Participant Households				
	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra koot	Total	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra koot	Total
Very Important	41.25	40.00	7.50	22.50	27.81	63.33	28.33	23.33	36.67	37.92
Some what Important	58.75	60.00	92.50	77.50	72.19	0.00	0.00	0.00	0.00	0.00
Bringing change in life	32.50	33.75	7.50	25.00	24.69	0.00	0.00	0.00	0.00	0.00
Helped to avoid hunger	57.50	46.25	12.50	51.25	41.88	50.00	13.33	6.67	21.67	22.92
Helped to avoid migration	45.00	30.00	5.00	43.75	30.94	33.33	16.67	3.33	16.67	17.50
Helped to send children to school	48.75	35.00	2.50	36.25	30.63	43.33	26.67	0.00	36.67	26.67
Helped to repay debts	40.00	31.25	2.50	32.50	26.56	38.33	18.33	0.00	18.33	18.75
Helped to give us work	32.50	11.25	0.00	7.50	12.81	40.00	18.33	0.00	21.67	20.00
Helped to create assets	41.25	15.00	1.25	7.50	16.25	36.67	18.33	0.00	13.33	17.08
Helped to rise market wage	42.50	28.75	13.75	47.50	33.13	53.33	25.00	11.67	15.00	26.25
Resulted in scarcity in labour	43.75	27.50	5.00	22.50	24.69	61.67	50.00	43.33	55.00	52.50
Resulted in reduction in productivity in labour	22.50	20.00	1.25	18.75	15.63	13.33	20.00	3.33	16.67	13.33
Total HH	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

However the differences in the proportion of households realizing NREGA as a very important programme for the welfare of villages were positive in favour of non-participants in totality term and across almost the districts except in Kheri Lakhimpur. However the differences in the proportion of households realizing somewhat impact of NREGA were highest and were in

case of participant households over the non –participant households. Similarly the differences in the proportion of households who feel the NREGA has helped in creating assets, to cope up with illness, and rise market wages were larger in favour of latter group over the former group of households.

Table 6.14 (ii). Differences in Perception of NREGA Across the Districts

Proportion of HH Reported NREGA as	Difference				
	Hardoi	Lakhimpur Kheri	Chandauli	Chitrakoot	Total
Very important	-5	15	-8	-4	-2
Some what important	47	48	74	62	231
Bringing change in life	26	27	6	20	79
Helped to avoid hunger	16	29	6	28	79
Helped to avoid migration	16	14	2	25	57
Helped to send children to school	13	12	2	7	34
Helped to cope with illness	-23	-11	0	-11	-45
Helped to repay debts	8	14	2	13	37
Helped to give us work	4	-2	0	-2	0
Helped to create assets	1	-3	-6	-3	-11
Helped to rise market wage	-3	-7	-15	5	-20
Resulted in scarcity in labour	27	10	2	8	47
Resulted in reduction in productivity in labour	11	11	1	8	31

## ii. Across the Caste of Households

Initiation of NREGA has been very important in certain manner largely in response to BC households followed by SC households. Infact the perception of a highest proportion of over one-third proportion of both the castes of participants was that the NREGA happened to be the somewhat important for their welfare. A significant impact of NREGA has also been reported in sending children schools, repayment of debts, bringing changes in life style and to avoid migration mainly of SC and BC communities. To a certain level the impact of NREGA has also been visualized by a overwhelming majority of all ST and 98 percent SC non –participant households in rising the market wage rates. But a very lowest proportion of participant and non –participant General castes of households as compared to other castes of households had the perception that the impact of NREGA has been realized at a very low level in most of the aspects.

Even, the differences in the perception of General castes of participant households in visualized impact of NREGA on most of the aspects was in negative. Also as a result of a very high proportion of non participant households than the participant households among all the castes reported that the initiation of NREGA has been very important the differences in this regard were subsequently in their favour rather than participant households.



Table 6.15 (i) Perception of NREGA by Caste

Proportion of HH Reported NREGA as	Participants Households				Non-Participants Households			
	SC	ST	BC	Gen	SC	ST	BC	Gen
Very important	8.37	0.00	11.76	0.00	79.75	100.00	20.75	7.41
Some what important	34.48	0.00	38.24	7.69	0.00	0.00	0.00	0.00
Brought significant change in life	24.14	0.00	28.43	7.69	0.00	0.00	0.00	0.00
Helped to avoid hunger	43.84	50.00	40.20	15.38	49.37	100.00	11.32	3.70
Helped to avoid migration	31.53	50.00	31.37	7.69	31.65	100.00	13.21	1.85
Helped to send children to school	33.50	0.00	28.43	7.69	53.16	100.00	15.09	7.41
Helped to cope with illness	0.00	0.00	0.00	0.00	39.24	100.00	10.38	1.85
Helped to repay debts	24.14	50.00	33.33	7.69	37.97	100.00	13.21	3.70
Helped to give us work	13.79	0.00	12.75	0.00	34.18	100.00	10.38	1.85
Helped to create assets	17.73	0.00	14.71	7.69	56.96	100.00	13.21	3.70
Helped to rise market wage	35.47	0.00	31.37	7.69	98.86	100.00	31.13	9.26
Resulted in scarcity in labour	24.14	0.00	29.41	0.00	27.85	0.00	6.60	5.56
Resulted in reduction in productivity in labour	14.29	0.00	19.61	7.69	13.92	0.00	5.66	3.70

Table 6.15 (ii). Differences in Perception of NREGA by Caste

Proportion of HH Reported NREGA as	SC	ST	BC	Gen
Very important	-16.31	-66.67	-4.81	-5.97
Some what important	24.82	0.00	18.75	1.49
Brought significant change in life	17.38	0.00	13.94	1.49
Helped to avoid hunger	17.73	-33.33	13.94	0.00
Helped to avoid migration	13.83	-33.33	8.65	0.00
Helped to send children to school	9.22	-66.67	6.25	-4.48
Helped to cope with illness	-10.99	-66.67	-5.29	-1.49
Helped to repay debts	6.74	-33.33	9.62	-1.49
Helped to give us work	0.35	-66.67	0.96	-1.49
Helped to create assets	-3.19	-66.67	0.48	-1.49
Helped to rise market wage	-4.96	-66.67	-0.48	-5.97
Resulted in scarcity in labour	9.57	0.00	11.06	-4.48
Resulted in reduction in productivity in labour	6.38	0.00	6.73	-1.49

### iii. Across the Different Category of Farmers

Further it revealed that implementation of NREGA has been highly important or somewhat important for both agricultural labours and marginal farmers. As the perception of a significantly highest proportion of both the category of farmers among participants and non-participants as compared to remaining groups of farmers had that the NREGA has been important measure for certain aspects in their villages. However, the proportion of households reported the NREGA had helped in matter related to bringing changes in life style, to avoid hunger and migration has been reflected at higher level in response to different farm groups of participant households than their non-participant counterpart of households. But a very high majority of 41 percent marginal followed by

24 percent agricultural labour among participant households and 36 percent from former and 23 percent from latter farm group of households among non –participants had the perception that NREGA has helped in repayment of debts. The perception of a relatively higher proportion of non – participants than the participants among all the category of farmers had reported that NREGA had helped to rise market wage rates.

Table 6.16 (i) **Perception of NREGA by Category of Farmers**

Proportion of HH Reported NREGA as	Participants Households					Non-Participants Households				
	Agr. Labour	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Agr. Labour	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer
Very important	10.57	13.40	5.45	0.00	0.00	66.04	46.88	28.57	19.05	12.50
Some what important	36.59	30.93	32.73	41.18	27.27	0.00	0.00	0.00	0.00	0.00
Brought significant change in life	26.02	28.87	21.82	20.59	0.00	0.00	0.00	0.00	0.00	0.00
Helped to avoid hunger	39.02	53.61	36.36	41.18	0.00	33.96	37.50	14.29	7.14	9.38
Helped to avoid migration	30.08	36.08	25.45	35.29	9.09	24.53	29.69	12.24	4.76	6.25
Helped to send children to school	24.39	45.36	27.27	26.47	0.00	30.19	37.50	24.49	19.05	12.50
Helped to cope with illness	0.00	0.00	0.00	0.00	0.00	20.75	34.38	14.29	4.76	9.38
Helped to repay debts	23.58	41.24	20.00	14.71	0.00	22.64	35.94	18.37	4.76	6.25
Helped to give us work	8.94	22.68	10.91	5.88	0.00	22.64	31.25	12.24	2.38	6.25
Helped to create assets	13.01	23.71	16.36	11.76	0.00	41.51	45.31	16.33	4.76	6.25
Helped to rise market wage	22.76	44.33	38.18	32.35	27.27	98.11	59.38	36.73	33.33	12.50
Resulted in scarcity in labour	14.63	37.11	27.27	26.47	9.09	13.21	17.19	16.33	11.90	3.13
Resulted in reduction in productivity in labour	8.94	20.62	25.45	11.76	9.09	3.77	14.06	10.20	4.76	3.13

The differences in the proportion of households reported NREGA as very or somewhat important were in positive terms for almost the category of participants over the non-participant farmers except large farmers. In all, the positive differences in the proportion of different category of farmers, especially agricultural labour and marginal farmers among participants over their non-participant counterpart were well reflected in the impact of NREGA on all the aspects except in creating assets, rising market wage rates and its help to cope with illness.

Table 6.16 (ii). **Differences in Perception of NREGA by Category of Farmers**

Proportion of HH Reported NREGA as	Agr. Labour	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer
Very important	-12.50	-10.56	-10.58	-10.53	-9.30
Some what important	25.57	18.63	17.31	18.42	6.98
Brought significant change in life	18.18	17.39	11.54	9.21	0.00
Helped to avoid hunger	17.05	17.39	12.50	14.47	-6.98
Helped to avoid migration	13.64	9.94	7.69	13.16	-2.33
Helped to send children to school	7.95	12.42	2.88	1.32	-9.30
Helped to cope with illness	-6.25	-13.66	-6.73	-2.63	-6.98
Helped to repay debts	9.66	10.56	1.92	3.95	-4.65
Helped to give us work	-0.57	1.24	0.00	1.32	-4.65
Helped to create assets	-3.41	-3.73	0.96	2.63	-4.65
Helped to rise market wage	-13.64	3.11	2.88	-3.95	-2.33
Resulted in scarcity in labour	6.25	15.53	6.73	5.26	0.00
Resulted in reduction in productivity in labour	5.11	6.83	8.65	2.63	0.00



#### iv. Across the Different Income Groups

The proportion both participants and non-participants households who had the perception that initiation of NREGA has been very or some important on various aspects were negatively related with their household income groups. Similar relationship were reflected in the proportions of participant and non-participant households who had the perceptions about the positive impact of NREGA to avoid hunger, to send children in school and reducing migration across the different income groups. In this context the proportion of different income groups of participant households were relatively higher than the non-participant households. However among the participants the proportion of households who indicated that the NREGA helped to avoid migration, sending children school and repayments of debts were largely belong to middle income groups while the impact of NREGA on avoiding hunger was reflected for a highest proportion of bottom income groups.

Table 6.17 (i) Perception of NREGA by Income Group of Households (Rs.000)

Proportion of HH reported NREGA as	Participants Households						Non-Participants Households				
	Below 10	10-20	20-30	30-40	40-50	50+	10-20	20-30	30-40	40-50	50+
Very important	42.86	6.73	9.02	9.76	13.64	0.00	50.00	41.67	59.70	32.43	33.33
Some what important	0.00	37.50	27.07	43.90	50.00	46.15	0.00	0.00	0.00	0.00	0.00
Brought significant change in life	14.29	24.04	24.06	34.15	27.27	7.69	0.00	0.00	0.00	0.00	0.00
Helped to avoid hunger	42.86	44.23	39.85	46.34	40.91	30.77	37.50	30.00	35.82	13.51	11.11
Helped to avoid migration	28.57	29.81	28.57	46.34	31.82	15.38	37.50	18.33	32.84	8.11	5.56
Helped to send children to school	28.57	25.96	30.08	39.02	40.91	30.77	37.50	33.33	35.82	27.03	22.22
Helped to cope with illness	0.00	0.00	0.00	0.00	0.00	0.00	37.50	26.67	23.88	13.51	16.67
Helped to repay debts	14.29	21.15	27.07	41.46	27.27	23.08	37.50	25.00	29.85	10.81	16.67
Helped to give us work	14.29	8.65	14.29	19.51	9.09	15.38	37.50	21.67	25.37	13.51	5.56
Helped to create assets	14.29	14.42	18.80	19.51	4.55	15.38	37.50	33.33	41.79	16.22	16.67
Helped to rise market wage	14.29	26.92	36.84	41.46	36.36	23.08	50.00	71.67	73.13	40.54	55.56
Resulted in scarcity in labour	28.57	18.27	30.83	26.83	18.18	15.38	0.00	13.33	26.87	5.41	11.11
Resulted in reduction in productivity in labour	14.29	9.62	19.55	21.95	13.64	7.69	0.00	10.00	16.42	0.00	5.56

Al together, the difference in the proportion of households which indicated NREGA as a important measure in all respect were largely in favour of bottom income groups of participants over their non-participant counterpart of households. However the differences regarding the perception of households to had indicated that NREGA helped to repay debts, to give work and create assets were negative against the participants of bottom income groups while the same were positive for almost the income groups of non-participants households.

Table 6.17 (ii). Differences in Perception of NREGA by Income Group of Households

(Rs. 000)

Proportion of HH Reported NREGA as	Below 10	10-20	20-30	30-40	40-50	50+
Very important	6.67	10.98	-14.00	-10.26	-7.50	-6.35
Some what important	0.00	23.78	18.00	23.08	27.50	9.52
Brought significant change in life	6.67	15.24	16.00	17.95	15.00	1.59
Helped to avoid hunger	0.00	17.07	14.50	17.95	17.50	1.59
Helped to avoid migration	-6.67	12.20	8.00	20.51	15.00	0.00
Helped to send children to school	-6.67	4.27	8.00	7.69	12.50	1.59
Helped to cope with illness	-20.00	-9.76	-8.00	-6.41	-7.50	-3.17
Helped to repay debts	-13.33	4.27	8.00	16.67	7.50	0.00
Helped to give us work	-13.33	-2.44	1.00	3.85	2.50	0.00
Helped to create assets	-13.33	-3.05	-1.50	2.56	-5.00	-1.59
Helped to rise market wage	-20.00	-9.15	0.00	2.56	-5.00	-3.17
Resulted in scarcity in labour	13.33	6.71	11.50	11.54	5.00	0.00
Resulted in reduction in productivity in labour	6.67	2.44	7.50	11.54	5.00	0.00

## V. NREGA and Women Empowerment

In the process of examining at the extent the women were in a position to achieve improvement in their empowerment after participation in the works of NREGA. The analysis in this context is centered around to assess the differences emerging between participant and non – participant women in getting freedom from their households to keep wages which were generated from NREGA and other sources and its uses under different heads. In addition the assessment has also been carried out in respect to impact of NREGA in getting additional employment and wages received at household level across the sample districts and various other socio- economic determinants.

### I. Freedom to Keep Wages and Its Utilisation

This part of analysis highlights the level of freedom has been provided to women in keeping their own wages and in using their income on different purposes by the households of participants and non-participants of different socio – economic groups across the district level

#### i. Across the District Level

The present analysis is based on 68 participant and 90 non-participant women who had received employment together in NREGA and non- NREGA works in the sample districts. The participant women constituted to those who participated in both the works while the non-participant women had participated in only Non-NREGA works. In totality terms, only 42 percent women were provide the freedom to keep their wages with them by the households. Even the proportion of such women was as low as 18 percent in Kheri Lakhimpur though it was highest at 48 percent in Hardoi. However, the impact of participation of women in NREGA has

been quite positive in terms of getting freedom by them in this context. As the proportion of participant women keeping their wages with them were 46 percent as against 37 percent non-participant women. Even this proportion of participant women reached at 100 percent in Hardoi.

Table 6.18 (i). **Women Keeping and Not Keeping Wages Across the District Level**

Description	Total Participant and Non-participant Women				
	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
No .of Women Sample H.H	31 (100.00)	22 (100.00)	37 (100.00)	68 (100.00)	158 (100.00)
Women keeping wages	15 (48.39)	4 (18.18)	16 (43.24)	29 (42.65)	64 (40.51)
Women not keeping wages	16 (51.61)	18 (81.82)	21 (56.76)	39 (57.35)	94 (59.49)

In terms of the utilisation of wages, the study found that a very high proportion of 78 percent women were spending it in the purchase of food items while a lowest proportion of 19 percent of them were using for personal purposes. However the proportion of women who had been provided freedom for spending their wages on both education and health and personal uses were fairly larger among non-participants than the participants while the former group of women were largely spending on food items.

Table 6.18 (ii) **Women Keeping and Not Keeping Wages Across the Districts**

Description	Participants					Non-Participants				
	Hardoi	Kheri Lakhi mpur	Chandauli	Chitrakoot	Total	Hardoi	Kheri Lakhi mpur	Chandauli	Chitrakoot	Total
No.of Women Sample H.H	1 (100.00)	-	18 (100.00)	49 (100.00)	68 (100.0)	30 (100.0)	22 (100.0)	19 (100.00)	19 (100.00)	90 (100.00)
Women keeping wages	1 (100.00)	-	8 (44.44)	22 (44.90)	31 (45.59)	14 (46.67)	4 (18.18)	8 (42.11)	7 (36.84)	33 (36.67)
Women not keeping wages	-	-	10 (55.56)	27 (55.10)	37 (54.41)	16 (53.33)	18 (81.22)	11 (57.89)	12 (63.16)	57 (63.33)

Table 6.18 (iii). **Purpose of Utilisation of Wages Across the Districts**

Purpose of Utilisation of Wages	Total Participant and Non-participant Women				
	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
Total Women Keeping Wages	15 (100.00)	4 (100.00)	16 (100.00)	29 (100.00)	64 (100.00)
Food	11 (73.33)	3 (75.00)	10 (62.50)	26 (89.66)	50 (78.13)
Education+ Health	9 (60.00)	1 (25.00)	3 (18.75)	6 (20.69)	19 (29.69)
Livelihood Improvement	7 (46.67)	1 (25.00)	6 (37.50)	7 (24.14)	21 (32.81)
Personal Use	7 (46.67)	3 (75.00)	-	2 (6.90)	12 (18.75)

Table 6.18 (iv) **Purpose of Utilisation of Wages of Participant and Non – Participant Women Across the Districts**

Purpose of Utilisation of Wages	Participants					Non-Participants				
	Hardoi	Kheri Lakhim pur	Chandauli	Chitrakoot	Total	Hardoi	Kheri Lakhi mpur	Chandauli	Chitrakoot	Total
Women Keeping Wages	1 (100.00)	-	8 (100.00)	22 (100.00)	31 (100.00)	14 (100.00)	4 (100.00)	8 (100.00)	7 (100.00)	33 (100.00)
Food	1 (100.00)	-	6 (75.00)	19 (68.36)	26 (83.87)	10 (71.43)	3 (75.00)	4 (50.00)	7 (100.00)	24 (72.73)
Education+ Health	-	-	1 (12.50)	1 (4.55)	2 (6.45)	9 (64.29)	1 (25.00)	2 (25.00)	5 (71.43)	17 (51.52)
Livelihood Improvement	-	-	1 (12.50)	-	1 (3.23)	7 (50.00)	1 (25.00)	5 (62.50)	7 (100.00)	2 (6.06)
Personal Use	-	-	-	2 (9.09)	2 (6.45)	7 (50.00)	3 (75.00)	-	-	10 (30.30)

## ii. Across the Caste of Households

The freedom to keep their wages was generally provided to almost the castes of women by their households but these proportion women were varying from highest at 57 percent for general castes followed 40 percent BC to lowest at 39 percent for SC women. However, among the participant and non-participant women the proportion of them keeping wages with them was significantly higher among all the castes of former group of women than the latter group of women. This indicates the fact that initiating maximum participation of women in NREGA could be an important measure to bring improvement in the empowerment of women especially disadvantaged groups of women in the near future.

Table 6.19 (i). **Women Keeping and Not Keeping Wages by Caste of Household**

Description	Total Participant and Non -participant				
	SC	ST	BC	General	Total
No.of Women Sample H.H	72 (100.00)	2 (100.00)	70 (100.00)	14 (100.00)	158 (100.00)
Women keeping wages	28 (38.89)	0	28 (40.00)	8 (57.14)	64 (40.51)
Women not keeping wages	44 (61.11)	2 (100.00)	42 (60.00)	6 (42.86)	94 (59.49)

Table 6.19 (ii). **Participant and Non-participant Women keeping and not keeping Wages by Caste**

Description	Participants					Non-Participants				
	SC	ST	BC	General	Total	SC	ST	BC	General	Total
No. of Women Sample H.H	40 (100.00)	2 (100.00)	25 (100.00)	1 (100.00)	68 (100.00)	32 (100.00)	0	45 (100.00)	13 (100.00)	90 (100.00)
Women keeping wages	19 (47.50)	0	11 (44.00)	1 (100.00)	31 (45.59)	9 (28.13)	0	17 (37.78)	7 (53.85)	33 (36.67)
Women not keeping wages	21 (52.50)	2 (100.00)	14 (56.00)	0	37 (54.41)	23 (71.87)	0	28 (62.22)	6 (56.15)	57 (63.33)

But, SC and ST participant women were hardly finding the opportunity to use their wages in matter related to its personal purposes, livelihood improvement, education and health due to already prevailing poor economic condition. Instead, a very high proportion of over 84 percent SC women as against none of the General Caste of women were utilizing their wages on the purchase of food items alone. This was not only in case of participant women only. But in totality term a very large proportion of 89 percent, together of participant and non-participant SC women were spending their wages on food items

Table 6.19 (iii) **Purpose of Spending Wages of Women by Caste**

Purpose of Using Wages	Participants				Non-Participants				All			
	SC	ST	BC	Gen	SC	ST	BC	Gen	SC	ST	BC	Gen
Women Keeping wages	19 (100.00)	0	11 (100.00)	1 (100.00)	9 (100.00)	0	17 (100.00)	7 (100.00)	28 (100.00)	0	28 (100.00)	8 (100.00)
Food	16 (84.21)	0	10 (90.91)	0	9 (100.00)	0	10 (58.82)	5 (71.43)	25 (89.29)	0	20 (71.43)	5 (62.50)
Education + Health	2 (10.53)	0	0	0	5 (55.56)	0	10 (58.82)	2 (25.57)	7 (25.00)	0	10 (35.71)	2 (25.00)
Livelihood Improvement	1 (5.26)	-	-	-	0	0	4 (23.53)	4 (57.14)	1 (3.57)	0	4 (14.28)	4 (50.00)
Personal Use	-	-	1 (9.09)	1 (100.00)	4 (44.44)	0	15 (88.24)	3 (42.86)	4 (14.29)	0	16 (57.14)	4 (50.00)

### iii. Across the Category of Farmers

Further the analysis revealed that although all the farm categories of farm households had been provided at least some extent of freedom to its women members to keep wages with them and use it for different purposes. But the proportion of such women in both the respects were significantly varying across the different categories of farms. As proportion of women who keep their wages with them were ranged between highest from 45 percent in medium farm to lowest at 27 percent in larger farm of households. But the proportion of women among participants from almost category of farm households except in medium farm households who had given such freedom were relatively higher than their non-participant counterpart of women.



Table 6.20 (i) Women Keeping and not Keeping Wages by Category of Farmers Wages

Description	Total Participant and Non-participant Women Households					
	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Larger Farmer	Total
No.of Sample H.H	52 (100.00)	43 (100.00)	32 (100.00)	20 (100.00)	11 (100.00)	158 (100.00)
Women keeping wages	17 (32.69)	21 (40.84)	14 (43.75)	9 (45.00)	3 (27.27)	64 (40.51)
Women not keeping wages	35 (67.31)	22 (51.16)	18 (56.25)	11 (55.00)	8 (72.73)	94 (59.49)

Table 6.20 (ii) Participant and Non-participant Women Keeping and not Keeping Wages by Category of Farmers

Description	Participants					Non-Participants				
	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Larger Farmer	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Larger Farmer
No.of Sample H.H	32 (100.00)	11 (100.00)	14 (100.00)	8 (100.00)	3 (100.00)	20 (100.00)	32 (100.00)	18 (100.00)	12 (100.00)	8 (100.00)
% of women keeping wages	13 (40.63)	7 (63.64)	7 (50.00)	3 (37.50)	1 (33.33)	4 (20.00)	14 (43.75)	7 (38.89)	6 (50.00)	2 (25.00)
% of women not keeping wages	19 (59.37)	4 (36.37)	7 (50.00)	5 (62.50)	2 (66.67)	16 (80.00)	18 (56.25)	11 (61.11)	6 (50.00)	6 (75.00)

In terms of utilization of wages on different purposes it revealed that inspite of a major proportion of wages were spent on the purchase of food items by every farm category of women the proportion of women using a part of wages on the purposes of personal and livelihood improvement were relatively higher among marginal and small farm households. Similar was the situation in terms of the proportion of women spending on availing education and health facilities. However, among the participant and non-participant women, the proportion of all the categories of farm households among former groups were remarkably much higher than their latter groups of women who were spending on food items. But the proportion of participant women in different farm groups of households who were utilizing their wages on remaining purposes such as education, health, livelihood improvement and personal activities were significantly less than their non-participant counterpart of women.

Table 6.21 (iii) Purpose of Spending Wages of Women by Category of Farmers

Purpose of Spending Wages	Total Participant and Non-participant Households				
	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Larger Farmer
Women Keeping Wages	17 (100.00)	21 (100.00)	14 (100.00)	9 (100.00)	3 (100.00)
Food	14 (82.35)	16 (76.19)	12 (85.71)	4 (44.44)	2 (66.67)
Education+ Health	2 (11.76)	9 (42.86)	5 (35.71)	3 (33.33)	0
Livelihood Improvement	1 (5.89)	4 (19.05)	3 (21.43)	1 (11.11)	0
Personal Use	4 (23.59)	11 (52.38)	6 (42.86)	3 (33.33)	2 (66.67)



Table 6.21 (iv) **Purpose of Spending Wages of Participant and Non –participant Women by Category of Farmers**

Purpose of Spending Wages	Participant Households					Non-Participants Households				
	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Larger Farmer	Land less	Marginal Farmer	Small Farmer	Medium Farmer	Larger Farmer
Women keeping Wages	13 (100.00)	7 (100.00)	7 (100.00)	3 (100.00)	1 (100.00)	4 (100.00)	14 (100.00)	7 (100.00)	6 (100.00)	2 (100.00)
Food	11 (84.62)	6 (85.71)	7 (100.00)	2 (66.67)	0	3 (75.00)	10 (71.43)	5 (71.43)	2 (33.33)	2 (100.00)
Education+ Health	1 (7.69)	0	0	1 (33.33)	0	1 (25.00)	9 (64.29)	5 (71.43)	2 (33.33)	0
Livelihood Improvement	1 (7.69)	0	0	0	0	0	4 (28.57)	3 (42.86)	1 (16.67)	0
Personal Use	0	1 (14.29)	0	0	1 (100.00)	4 (100.00)	10 (71.43)	6 (85.71)	3 (50.00)	1 (50.00)

#### iv. Across the Income Groups of Households

It seems that the overall impact of participating women of relatively lower income groups of households in any type of employment and contributing toward the household income has been very positively signifying their decision making process on various matters especially in keeping wages with them and using it on different purposes. In terms of keeping wages the study found that the proportion of women who had such freedom were registered fairly highest at 80 percent among bottom income groups and this proportion of women starts at decreasing order if one proceed towards higher income groups of households. Almost a similar type of the situation was again emerging across the different household income groups of both participant and non – participant women but, this relationship was more sharply evident in former group of households than the latter. Even in the bottom income groups the proportion of women who had the freedom of such matter were significantly higher among participants than the non –participants.

Table 6.22 (i). **Women Keeping and Not Keeping Wages by Income Group of Households**  
(Rs. In 000)

Description	Total Participant and Non –participant Households					
	Below 10	10-20	20-30	30-40	40-50	50+
No.of Sample H.H	5 (100.00)	48 (100.00)	58 (100.00)	18 (100.00)	14 (100.00)	15 (100.00)
Women keeping wages	4 (80.00)	21 (43.75)	26 (44.83)	5 (27.78)	3 (21.43)	5 (33.33)
Women not keeping wages	1 (20.00)	27 (56.25)	32 (55.17)	13 (72.22)	11 (78.57)	10 (66.67)

In terms of freedom offered to women in using their own wages for different purposes by different income groups households the study found that a highest proportion of women from bottom and middle income groups of households were utilising their major proportion of wages on food items. Such was not in case of higher income groups of women were largely using it for

their personal purposes. Even, the proportion of women who were spending their wages on education and health were only from bottom and middle income groups of households. This suggests that the higher income groups of women were largely engaged in employment for their own welfare rather than to sustain their household demands while the lower income groups women were forced to work for the sake of their household demand of income. The concerned facts were well followed and more related in response to participant women than the non-participant women.

Table 6.22 (ii). Participant and Non-participant Women Keeping and Not Keeping Wages by Income Group of Households

(Rs. In 000)

Description	Participant households						Non-Participant Households					
	Below 10	10-20	20-30	30-40	40-50	50+	Below 10	10-20	20-30	30-40	40-50	50+
No. of Sample H.H	1	17	29	10	9	2	4	31	29	8	5	13
	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)
Women keeping wages	1	11	15	2	1	1	3	10	11	3	2	4
	(100.00)	(64.71)	(51.72)	(20.00)	(11.11)	(50.00)	(75.00)	(32.26)	(37.93)	(37.50)	(40.00)	(30.77)
Women not keeping wages	0	6	14	8	8	1	1	21	18	5	3	9
		(35.29)	(48.28)	(80.00)	(88.89)	(50.00)	(25.00)	(67.74)	(62.06)	(62.50)	(60.00)	(69.23)

Table 6.22 (iii). Purpose of Spending Wages of Women by Income Group of Households

(Rs. In 000)

Purpose of Utilisation of Wages	Total Participant and Non-participant Households					
	Below 10	10-20	20-30	30-40	40-50	50+
Women Keeping Wages	4	21	26	5	3	5
	(100.00)	(100.00)	(10260.00)	(100.00)	(100.00)	(100.00)
Food	3	19	21	3	2	2
	(75.00)	(90.48)	(80.77)	(60.00)	(66.67)	(40.00)
Education+ Health	3	12	2	2	-	-
	(75.00)	(57.14)	(7.69)	(40.00)		
Livelihood Improvement	-	3	2	1	1	2
		(14.29)	(7.69)	(20.00)	(33.33)	(40.00)
Personal Use	4	11	3	2	-	4
	(100.00)	(52.38)	(11.54)	(40.00)		(80.00)

Table 6.22 (iv) Purpose of Spending Wages of Participant and Non-participant Women by Income Group of Household.

(Rs. In 000)

Purpose of Using Wages	Participants Households						Non-Participants Households					
	Below 10	10-20	20-30	30-40	40-50	50+	Below 10	10-20	20-30	30-40	40-50	50+
Women Spending Wages	1	11	15	2	1	1	3	10	11	3	2	4
	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)	(100.00)
Food	1	9	14	1	1	0	2	10	7	2	1	2
	(100.00)	(81.82)	(93.33)	(50.00)	(100.00)		(66.67)	(100.00)	(63.64)	(66.67)	(50.00)	(50.00)
Education+ Health	-	-	1	1	-	-	3	10	1	1	0	0
			(6.67)	(50.00)			(100.00)	(100.00)	(9.09)	(33.33)		
Livelihood Improvement	-	1	-	-	-	-	0	2	2	1	1	2
		(9.09)						(20.00)	(18.18)	(33.33)	(50.00)	(50.00)
Personal Use	-	1	-	-	-	1	1	10	3	2	0	3
		(9.09)				(100.00)	(33.33)	(100.00)	(27.27)	(66.67)		(75.00)

## II. Employment and Unemployment Among Women

Contribution of employment created under the implementation of NREGA in terms of its share in the gross working days of the women during all agricultural seasons together during 2007-08 has been further attempted to examine at district level and according to different socio – economic parameters of woman participant and non – participant households.

### i. At District Level

Looking at the contribution of NREGA in providing employment it revealed that the participant women were only getting employment for 5 percent of working days in different works created under NREGA while a highest proportion of 47 percent working days were lost under the condition of unemployment. Remaining 35 percent and 13 percent working days were utilizing under the self employment and other non – NREGA employment. Across the district level the proportion of working days of women under NREGA were highest at 7 percent in Chitrakoot followed by 6 percent in Hardoi. Among the participants and non-participants the proportion of working days under non – NREGA employment were relatively higher for former groups than the latter group of respondents in totality terms and across most of the districts except in Chandauli. But the proportion of working days employed as self employed were noted higher in favor of non-participants in each of the districts.

Table 6.23 (i) **District wise Employment and Unemployment Among Women During the Agriculture year 2007-08**

Proportion of Working Days	Participant Households					Non-Participant Households				
	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra koot	Total	Hardoi	Kheri Lakhi mpur	Chan dauli	Chitra koot	Total
Under NREGS	6.06	0.00	0.50	7.22	4.79	0.00	0.00	0.00	0.00	0.00
Under Non NREGS	30.67	7.72	4.50	11.08	13.11	0.00	3.08	6.94	7.70	4.50
Under Self employment	16.06	52.08	51.71	31.73	35.16	60.40	64.58	61.11	51.89	58.95
Unemployed days	47.20	40.21	43.30	49.97	46.95	39.60	32.34	31.94	40.41	36.56
Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Overall impact of NREGA has been indicated very positive in providing additional employment and reducing unemployment of women who has been participating in NREGA employment. It is evident by the fact that as a result of getting employment of participant women for over 9 percent of additional working days over the non-participants the differences in the proportion of unemployment days of participants has been gone down over 56 percent as compared to non-participants. Across the districts, the differences in getting additional days of employment of participant women in NREGA over their non-participant women was reaches to

the highest points of 15 percent of working days in Hardoi and the differences in the proportion of unemployment days were down at 41 percent to 58 percent for participant women over the non – participant women.

## ii. According to Caste

The sample of women participants were from only SC and BC communities. The contribution of NREGA in providing employment had gone more in favor of BC women than the SC women. As the proportion of working days under NREGA for former group of women were reported 12 percent as against 6 percent for latter group of women. Even the former group of women was getting higher days of employment than the latter group of women but less than non-participants. But days of employment as self employment were relatively higher for SC than the BC women but the same were higher for both the groups of non-participants women.

Table 6.24 (i) **Employment and Unemployment Among Women by Caste**

Proportion of Working Days	Participants				Non-Participants				Difference			
	SC	ST	BC	Gen	SC	ST	BC	Gen	SC	ST	BC	Gen
Under NREGS	5.98	0.00	12.05	0.00	0.00	0.00	0.00	0.00	7.20	0.00	15.80	0.00
Under Non NREGS	13.36	0.00	14.39	0.00	24.52	0.00	24.31	13.49	11.09	0.00	11.30	13.49
Under Self employment	43.73	0.00	38.63	0.00	45.48	0.00	44.44	54.76	-43.37	0.00	-36.82	-54.76
Unemployment days	36.93	0.00	34.93	0.00	30.00	0.00	31.25	31.75	38.34	0.00	36.08	31.75
Total working days	100.00	0.00	100.00	0.00	100.00	0.00	100.00	100.00	100.00	0.00	100.00	100.00

The impact of NREGA has also been positive in terms of providing additional employment of lowest from 11 percent to highest at 13 percent days among the participant women over the non -participant women. But a negative impact against all the castes of participant women over the non- participant women was revealed in the days of employment as self employment. Even the proportion of un – employment days for all the castes of women participants were noted higher than their non-participants counterpart of women.

## iii. Employment and Un – employment According to Category of Farm Households

There was noted a positive relationship establishing between the size of farm owned by women household and the proportion of its working days under NREGA. As the proportion of working days under NREGA employment for landless women was at 7 percent as against less than 1 percent for larger farm category of women. The proportion of working days under non – NREGA employment were almost higher in case of participants than the non -participants

among different categories of farmers and were again similarly determined by the size category of farm of households. However, consistently a negative relationship was establishing between the category of farmer and the proportion of self -employment days of women in the total working days. But almost all the category of women farm households among participants except larger category of farm households were remaining higher proportion of working days as UN – employed than their non – participant women

Table: 6.25 (i)- **Employment and Unemployment among Women by Category of Farmers During The Agriculture Year 2007-08**

Proportion of Working Days	Participants Households					Non-Participants Households				
	Land-less	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Land-less	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer
a) Under NREGS	7.18	2.79	4.20	4.31	0.56	0.00	0.00	0.00	0.00	0.00
b) Under Non-NREGS	27.56	3.38	4.76	6.23	3.35	3.31	0.00	3.78	15.97	3.89
c) Self employment days	18.27	47.82	38.93	45.99	60.06	64.21	61.05	63.05	42.01	55.00
d) Un-employment days	47.00	46.02	52.11	43.47	36.03	32.48	38.95	33.17	42.01	41.11
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

In totality terms the impact of creation of additional employment opportunities under the NREGA has favored largely to the participant women of medium farm households followed by small farmers and landless as the differences in proportion working days under NREGA of these category of women participants were accounted in the order of 18 percent, 11 percent and 10 percent respectively. A absolute negative impact of NREGA was visualized against the women participants of large farm households. The differences in proportion of working days under Non-NREGA employment and the proportion of un – employment days were in positive sense for all the category of farm households of women participants over their non – participants.

Table 6.25 (ii). **Differences in Employment and Unemployment**

Proportion of Working Days	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Total
a) Under NREGS	10.27	5.00	10.67	17.69	-100.00	9.12
b) Under Non-NREGS	38.00	6.04	6.27	-24.06	100.00	20.92
c) Self employment days	-1.52	37.38	1.69	58.36	-850.00	13.59
d) Un-employment days	53.25	51.59	81.36	48.00	950.00	56.37
h) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00



#### iv. Employment and Unemployment According to Household Income Groups

Looking at the contribution of NREGA in providing employment opportunities among different income groups of women participants the surprising features which emerging were that the benefit of employment creation under the works of NREGA has largely acquired by the women with larger size of family income. As the proportion of working days of participant women under NREGA employment were positively related with the size group of family income. Even the contribution of non – NREGA employment of women has been positively related with the size of household income of both participants and non – participants. But its contribution stood relatively higher for favor of women participants than their non – participant counterparts in almost of the income groups. Some how reversal was the situation in case of proportion of working days put under self -employment of both participants and non – participant women across the different income groups. The proportion of un – employment days of both the categories were reported invariably negatively related with their household income though the same were fairly higher for participants than the non – participant women.

Table:6.23 (i). **Employment and Unemployment Among Women by Household Income During the Agricultural Year 2007-08**

(Rs.000 )

Proportion of Working Days	Participants Households						Non-Participants Households					
	Below 10	10-20	20-30	30-40	40-50	50+	Below 10	10-20	20-30	30-40	40-50	50+
a) Under NREGS	1.80	3.25	5.19	6.27	5.63	6.44	0.00	0.00	0.00	0.00	0.00	0.00
b) Under Non-NREGS	11.71	12.49	13.31	9.63	16.55	23.81	0.00	11.62	1.08	2.03	0.00	5.98
c) Self employment days	20.97	39.92	34.85	30.53	37.28	33.61	59.03	53.52	60.37	69.26	61.39	57.69
d) Un-employment days	65.52	44.33	46.65	53.56	40.54	36.13	40.97	34.86	38.56	28.72	38.61	36.32
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

The differences in terms of the impact of NREGA was turn out to be in favour of almost the income groups of women participant households, exception was case of only women with highest income group of households. As its contribution in the total days of employment of participants accounted from a minimum of 3 percent to highest at 9 percent The participant women of all the income groups were also found getting significantly higher days of employment over non – participant women under non – NREGA activities. A positive impact of NREGA has also been visualized in terms of lowering down the proportion of un – employment days of participant women across the different income groups of households in general and low income groups households in particular.



Table 6.23 (ii) . Differences in Employment and Unemployment

Proportion of Working Days	Below 10000	10000-20000	20000-30000	30000-40000	40000-50000	50000+	Total
a) Under NREGS	2.96	5.62	8.28	8.47	8.74	-1.16	9.12
b) Under Non-NREGS	19.27	13.13	20.58	12.30	25.69	2.77	20.92
c) Self employment days	-3.58	30.03	19.69	16.98	23.97	62.03	13.59
d) Un-employment days	81.36	51.22	51.45	62.26	41.60	36.36	56.37
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00

### v. Employment and Unemployment Among Men and Women

Further, there revealed a clear -cut discrimination in providing employment opportunities against women in NREGA. This was evident by the fact that the proportion of employment days provided for women accounted to 5 percent as against 10 percent days for women. Infact the proportion of working days under both non – NREGA and self -employment were indicated higher for participant and non – participant women. But the proportion of un – employment days for women among both participants and non-participants were noted higher than their men counterpart.

Table 6.24 . Employment and Unemployment Among Men and Women During 2007-08

Proportion of working Days	Participant Households			Non – Participant Households			Difference		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
a) Under NREGA	9.74	4.76	8.59	0.00	0.00	0.00	34.74	8.94	25.37
b) under Non-NREGS	24.85	12.88	22.09	12.89	4.50	11.52	55.58	20.24	42.74
c) Self employment days	35.76	35.94	35.80	60.04	58.95	59.86	-26.61	15.76	-11.22
d) Un-employment days	29.65	46.42	33.52	27.07	36.56	28.62	36.28	55.07	43.11
e) Total days available for work	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

However, because of participation of women in NREGA, they has been getting over 9 percent additional days of employment over the non-participant women. Even the concern impact was revealed more significant in favor of men participants than the women participants and also over their non –participant counterparts. As the men participants were getting 35 percent of additional days of employment over the non-participant men.

### III. Contribution of NREGA in the Total Income of Women Households

Further the analysis has been carried out to examine the contribution women NREGA and non-NREGA income in the total income generated from concerned sources in the participant and non-participant households at district level and among the different socio-economic groups of households during the agriculture year 2007-08. Also attempts has been made to examine the

differences emerging in the contribution of income generated from different sources between the households of participant and non-participant households on one hand the implication of NREGA income generated in the women participant households over the non-participant households.

### i. Across the District Level

Looking at the share of women NREGA income in the total NREGA income generated at the level of participant households this share of seems to be quite significant in the sense that the share of women in NREGA employment was 9.12 percent as against 10.76 percent share in NREGA income. Across the districts level, the situation was almost same. Even, in Chitrakoot the share in income and employment of women was 24 percent and 15 percent respectively. The contribution of women in income earned from non-NREGA employment has been indicated quite significant in totality term and across almost the districts except in Hardoi while its comparison was done with the share of women in non -NREGA employment.

Moreover, the overall impact of income generated from NREGA has been positive in favour of women participants in terms of achieving higher contribution over their non - participant counterpart in the total income of households in almost the districts. In other words, because of 11 percent income additional income generated from NREGA employment the overall contribution of women participant has increased to over 37 percent higher than the contribution of non -participant women in the total income of their respective households.

Table 6.25 (i). **Contribution of NREGA Income of Women in the Households at District Level During 2007-08**

Percentage Share in HH income by Source	Participant Households					Non – participant Households				
	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>Wage Income During All Sources of 2007-08</b>										
NREGS Income	2.19	0.00	8.07	23.85	10.76	0	0	0	0	0
Non-NREGS	16.76	0.00	51.30	85.04	44.85	3.33	0.00	3.13	2.08	2.30
Total Household Income	2.28	0.00	9.15	21.79	9.33	3.33	0.00	3.13	2.08	2.30

Table 6.25 (ii). **Differences in Contribution of NREGA Income Across the Districts**

Percentage Share in HH Income by Source	Hardoi	Kheri Lakhimpur			
			Chandauli	Chitrakoot	Total
Wage Income During All Sources of 2007-08					
NREGS	2.19	0.00	8.07	23.85	10.76
Non-NREGS	-0.85	0.00	26.42	77.77	33.90
Total Household Income	0.44	0.00	-23.81	67.84	37.38

## ii. Across the Caste of Households

Since the sample women participants were from only SC and BC community of households the both the caste group of women were contributing a significant proportion of income in their households through participating in NREGA employment. However, this share was significantly higher for BC women than the SC women accounting for 14 percent and 9 percent respectively. But the contribution of non-NREGA was found many folds higher than the non-NREGA income in the total income of both the castes of households.

However, because of additional income generated from NREGA employment by the participant women over the non-participant women the overall contribution of former group of women has gone up remarkably much higher than the latter group of women in the total income of their respective group of households.

**Table 6.26. Contribution of Women NREGA Income By Caste of Households**

Percentage Share in HH Income by Source	Participants Households				Non-Participants Households			
	SC	ST	BC	Gen	SC	ST	BC	Gen
<b>Wage Income During All Sources of 2007-08</b>								
Proportion of Female NREGS Income in total NREGS Income	9.07	0.00	14.21	0.00	0	0	0	0
Proportion of Female Non-NREGS Income in total NREGS Income	52.41	0.00	37.49	0.00	4.72	0	1.91	1.29
Proportion of Female Wage Income in total Household Wage Income	9.73	0.00	10.33	0.00	4.72	0	1.91	1.29

## iii. Across the Different Groups of Farm Households

Further the study found that all the castes of women were contributing at least some income from NREGA employment for their households. This contribution was ranging between the highest of 18 percent in the medium farm households to lowest at 1 percent in the marginal farm households. On the other hand, the contribution of women on non-NREGA income was found exceeding many folds higher in comparison to what it was revealed on NREGA income of all the category of farm households. Even the share of participant women of all the farm households in the non-NREGA income was fairly larger than their non-participant counterpart of women.

In this sense, the participant women of all the category of farms were already contributing more income than what their non-participant women, in the non-NREGA income of their respective households before getting employment under NREGA works. Latter, because of generating additional income from NREGA by the participant women it has further increased the overall contribution of all category of farming participant women in the total income of their households. It has also increased differences in favour of the participant women in the share of

total income of their households. These differences in the proportion of women income in total income of household reached to the level of 44 percent and 25 percent in favour of participant women from small farmers and landless labours households respectively.

Table 6.27.(i) **Contribution of Women NREGA by Category of Farmers**

Percentage Share in HH Income by Source	Participants Households					Non-participant Households				
	Land less	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Land less	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer
<b>Wage Income During All Sources of 2007-08</b>										
Proportion of Female NREGS Income in total NREGS Income	13.17	1.44	16.14	18.08	13.19	0	0	0	0	0
Proportion of Female Non-NREGS Income in total NREGS Income	33.01	5.69	68.03	80.58	58.28	0.00	3.00	2.73	3.96	0.00
Proportion of Female Wage Income in total Household Wage Income	9.99	1.33	11.21	14.16	20.65	0.00	3.00	2.73	3.96	0.00

Table 6.27 (ii) **Difference in the Contribution of Women NREGA Income by Category of Farmers**

Percentage Share in HH Income by Source	Landless	Marginal Farmer	Small Farmer	Medium Farmer	Large Farmer	Total
<b>Wage Income During All Sources of 2007-08</b>						
Proportion of Female NREGS Income in total NREGS Income	18.23	6.90	16.66	14.09	3.07	14.00
Proportion of Female Non-NREGS Income in total NREGS Income	54.98	24.68	40.61	-20.35	-219.94	30.35
Proportion of Female Wage Income in total Household Wage Income	25.09	13.96	44.30	0.94	17.12	37.13

#### iv. Across the Different Income Groups

The positive implication of the introduction of NREGA has highly gone in favor of relatively lower income groups of women than the higher income groups of women because of the universal fact that the demand of wage paid employment of the labour is generally determined by the size of household income. Such assumptions are applied in case of both men and women. The analysis in this context reveal that proportion of women NREGA income in total NREGA income has been as high as 74 percent of lowest income group of women and the concerned share starts decline with the increase of income group of household. Almost a similar trend was in the proportion of women non-NREGA income in total Non-NREGA income across the different income groups. Even the contribution of participant women in both Non-NREGA and total income of household was found significantly higher than reported in case of non-participant women in each of the income groups.

Even the differences in the proportion of women NREGA income in total NREGA income has been noted much higher for participants than non-participants across all the income groups of households. These differences in favor of participants reached to the extent of 37 percent at lowest income groups of households. But these differences were narrowing down with the increase of household income.

Table 6.28 (i). **Contribution of Women NREGA Income by Income Groups of Households**  
(in Rs. 000)

Percentage Share in HH Income by Source	Participants Households						Non-participant Households					
	Below 10	10-20	20-30	30-40	40-50	50+	Below 10	10-20	20-30	30-40	40-50	50+
<b>Wage Income During All Sources of 2007-08</b>												
Proportion of Female NREGS Income in total NREGS Income	74.71	17.40	9.85	1.59	12.07	5.73	0	0	0	0	0	0
Proportion of Female Non-NREGS Income in total NREGS Income	237.93	46.51	35.92	9.36	120.21	105.28	10.70	7.12	3.14	5.04	5.48	0.00
Proportion of Female Wage Income in total Household Wage Income	38.04	11.85	9.25	1.79	12.90	9.32	10.70	7.12	3.14	5.04	5.48	0.00

Table 6.28 (ii). **Difference in Contribution of Women NREGA Income by Income Groups of Households**

Percentage Share in HH Income by Source	Below 10000	10000-20000	20000-30000	30000-40000	40000-50000	50000+	Total
<b>Wage Income During All Sources of 2007-08</b>							
Proportion of Female NREGS Income in total NREGS Income	36.8	9.69	14	13.8	28.822	8.2363	14
Proportion of Female Non-NREGS Income in total NREGS Income	65.52	39.94	45.50	28.44	114.81	358.28	30.35
Proportion of Female Wage Income in total Household Wage Income	57.79	14.12	17.76	16.29	26.54	6.88	37.13

## II. Impact of NREGA at the Village Level

The village level analysis in this context has been assessed in relation to emerging changes in various forms of labour use, wage rates for agricultural and non-agricultural employment and structure of land market after the introduction of NREGA in sample areas.

### i. Impact on Various Forms of Labour Use

In the proceeding analysis the impact of NREGA has been assessed in terms of changing pattern in the payments of wages, advance payment, providing credit, form of wage payment and regularity in employment of different categories of labour after the NREGA in sample GPs. The assessment in these context is carried out separately for different categories of labours across the district level.



### **a. Casual Labour**

The procedure for employing casual labour was highly prevalent in 44 percent villages while it was only moderately prevalent in same proportion of villages but still it was highly prevalent in 38 percent villages. A very favorable impact of NREGA has been witnessed in payments of wages. As a very high proportion of 50 percent casual labours were earlier paid weekly but now a highest proportion of 69 percent them receive wages on daily basis. However, there has been no change in making advance payment of wages to the casual labour as only in 6 percent villages such procedure has been continuing before and after NREGA. But the facility of providing credit to labours was well prevailing in all the GPs before the introduction of NREGA.. A little impact has been revealed in the form of payment of wages. As in 75 percent GPs the wages were already being paid in cash. Now this proportion of GPs has gone up to 81 percent. A significant impact of NREGA has been seen in providing secure employment on regular basis.

### **b. Annual Farm Servant**

The form of employing farm servant was highly prevalent in 38 percent GPs, except in Chandauli but it was currently highly prevalent in 19 percent GP, though it has been moderately prevalent in 44 percent GPs. It indicates a greater change has been perceived in employing farm servant in the sample area. In fact a significant level of impact has been indicated in mode of wage payments. Earlier the payments was wages was made on weekly basis in half of the GPs but after implementation of NREGA the wages were paid on daily basis in a highest proportion of 44 percent GPs. However, no changes were revealed in providing credit to the farm servant. Since such system was already prevalent in all the GPs. At least some impact in form of wage payment has also been noted especially in Chitrakoot and in some extent in Kheri Lakhimpur while no impact was revealed in this regard in remaining two districts where payments of wages together in cash and kind was highly prevalent. Before the initiation of NREGA employment was insecure in all the GPs. Even today the employment of farm servant was reported not secured in almost the GPs but it reported secured in Hardoi only.

### **c. Contract Labour**

The impact of NREGA in hiring out of labour on contract was highly visible in Chandauli and Chitrakoot while it was highly prevalent in Hardoi since earlier. However, the study did not find any impact of the NREGA on the system of wage payment as wages were largely paid on weekly basis. Similar was in matter related to the impact of NREGA on the system of advance payment, offering credit when it was required, form of wage payment and regularity of employment of the contract labour in any district. Since in a highest proportion of GP the wage payments were made weekly, payment of wages in advance was well prevalent, credit was provided when it was required and employment was provided for a whole year.





[illegible]

v. Form of Wage Payment										
(i) Cash	4 (100.00)	4 (100.00)	1 (25.00)	2 (50.00)	-	2 (50.00)	-	-	5 (31.25)	8 (50.00)
(ii) Kind	-	-	1 (25.00)	-	-	-	-	-	1 6.25)	-
(iii) Both	-	-	2 (50.00)	2 (50.00)	4 (100.00)	2 (50.00)	4 (100.00)	4 (100.00)	10 (62.50)	8 (50.00)

## vi. Regularity of Employment

(i) Whole Year	-	-	-	-	-	-	-	-	-	-
(ii) Seasonal	4 (100.00)	-	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)	12 (75.00)
(iii) Irregular	-	4 (100.00)	-	-	-	-	-	-	-	4 (25.00)

## c. Contract labour

## i. Existing

Highly Prevalent	4 (100.00)	4 (100.00)	-	-	-	2 (50.00)	-	4 (100.00)	4 (25.00)	10 (62.50)
Moderately Prevalent	-	-	3 (75.00)	3 (75.00)	-	-	-	-	3 (18.75)	3 (18.75)
Less Prevalent	-	-	1 (25.00)	1 (25.00)	4 (100.00)	2 (50.00)	4 (100.00)	-	9 (56.25)	3 (18.75)

## ii. Payment of Wages

(i) Daily	-	-	3 (75.00)	3 (75.00)	-	-	-	-	3 (18.75)	3 (18.75)
(ii) Once in two days	-	-	-	-	-	-	-	-	-	-
(iii) Weekly	4 (100.00)	4 (100.00)	1 (25.00)	1 (25.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	13 (81.25)	13 (81.25)
(iv) Fortnightly	-	-	-	-	-	-	-	-	-	-
(v) Half Yearly	-	-	-	-	-	-	-	-	-	-
(vi) Annual	-	-	-	-	-	-	-	-	-	-

## iii. System of Advance Payment

(i) Yes	4 (100.00)	4 (100.00)	1 (25.00)	1 (25.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	13 (81.25)	13 (81.25)
(ii) No	-	-	3 (75.00)	3 (75.00)	-	-	-	-	3 (18.75)	3 (18.75)

## iv. Providing Credit as required

(i) Yes	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)	16 (100.00)
(ii) No	-	-	-	-	-	-	-	-	-	-

## v. Form of Wage Payment

(i) Cash	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	-	-	12 (75.00)	12 (75.00)
(ii) Kind	-	-	-	-	-	-	-	-	-	-
(iii) Both	-	-	-	-	-	-	4 (100.00)	4 (100.00)	4 (25.00)	4 (25.00)

## vi. Regularity of Employment

(i) Seasonal	4 (100.00)	4 (100.00)	2 (50.00)	2 (50.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	14 (87.50)	14 (87.50)
(ii) Full year	-	-	-	-	-	-	-	-	-	-
(iii) Irregular	-	-	2 (50.00)	2 (50.00)	-	-	-	-	2 (12.50)	2 (12.50)

<b>D. CONTRACT MIGRANT LABOUR</b>										
<b>i. Existing</b>										
Highly Prevalent	4 (100.00)	-	2 (50.00)	2 (50.00)	-	-	-	2 (50.00)	6 (37.50)	4 (25.00)
Moderately Prevalent	-	4 (100.00)	-	1 (25.00)	2 (50.00)	-	2 (50.00)	-	4 (25.00)	5 (31.25)
Less Prevalent	-	-	2 (50.00)	1 (25.00)	2 (50.00)	4 (100.00)	2 (50.00)	2 (50.00)	6 (37.50)	7 (43.75)
<b>ii. Wages Paid</b>										
(i) Daily	-	4 (100.00)	2 (50.00)	2 (50.00)	2 (50.00)	2 (50.00)	-	-	4 (25.00)	8 (50.00)
(ii) Once in two days	4 (100.00)	-	-	-	-	-	-	-	4 (25.00)	-
(iii) Weekly	-	-	-	-	2 (50.00)	2 (50.00)	4 (100.00)	4 (100.00)	6 (37.50)	6 (37.50)
(iv) Fortnightly	-	-	2 (50.00)	2 (50.00)	-	-	-	-	2 (12.50)	2 (12.50)
(v) Half Yearly	-	-	-	-	-	-	-	-	-	-
(vi) Annual	-	-	-	-	-	-	-	-	-	-
<b>iii. Advance Payment</b>										
(i) Yes	3 (75.00)	3 (75.00)	2 (50.00)	2 (50.00)	4 (100.00)	4 (100.00)	2 (50.00)	2 (50.00)	11 (68.75)	11 (68.75)
(ii) No	1 (25.00)	1 (25.00)	2 (50.00)	2 (50.00)	-	-	2 (50.00)	2 (50.00)	5 (31.25)	5 (31.25)
<b>iv. Providing Credit as required</b>										
(i) Yes	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)	16 (100.00)
(ii) No	-	-	-	-	-	-	-	-	-	-
<b>v. Form of Wage Payment</b>										
(i) Cash	1 (25.00)	4 (100.00)	3 (75.00)	4 (100.00)	4 (100.00)	4 (100.00)	2 (50.00)	2 (50.00)	10 (62.50)	14 (87.50)
(ii) Kind	-	-	-	-	-	-	-	-	-	-
(iii) Both	3 (75.00)	-	1 (25.00)	-	-	-	2 (50.00)	2 (50.00)	6 (37.50)	2 (12.50)
<b>vi. Regularity of Employment</b>										
(i) Whole Year	-	3 (75.00)	-	-	2 (50.00)	2 (50.00)	2 (50.00)	2 (50.00)	4 (25.00)	7 (43.75)
(ii) Seasonal	4 (100.00)	-	4 (100.00)	4 (100.00)	2 (50.00)	2 (50.00)	2 (50.00)	2 (50.00)	12 (75.00)	8 (50.00)
(iii) Irregular	-	1 (75.00)	-	-	-	-	-	-	-	1 (6.25)
<b>Exchange Labour</b>										
<b>i. Existing</b>										
Highly Prevalent	-	-	-	-	-	-	-	-	-	-
Moderately Prevalent	-	-	1 (25.00)	1 (25.00)	-	-	4 (100.00)	2 (50.00)	5 (31.25)	3 (18.75)
Less Prevalent	-	-	-	1 (25.00)	-	-	-	2 (50.00)	-	3 (18.75)
No	4 (100.00)	4 (100.00)	3 (75.00)	2 (50.00)	4 (100.00)	4 (100.00)	-	-	11 (68.75)	10 (62.50)

<b>ii. Wages Paid</b>										
(i) Daily	2 (50.00)	1 (25.00)	3 (75.00)	2 (50.00)	-	-	-	-	5 (31.25)	3 (18.75)
(ii) Once in two days	-	-	-	-	2 (50.00)	2 (50.00)	-	-	2 (12.50)	2 (12.50)
(iii) Weekly	2 (50.00)	3 (75.00)	-	1 (25.00)	-	-	-	-	2 (12.50)	4 (25.00)
(iv) Fortnightly	-	-	1 (25.00)	1 (25.00)	2 (50.00)	2 (50.00)	4 (100.00)	4 (100.00)	7 (43.75)	7 (43.75)
(v) Half Yearly	-	-	-	-	-	-	-	-	-	-
(vi) Annual	-	-	-	-	-	-	-	-	-	-
<b>iii. Advance Payment</b>										
(i) Yes	1 (25.00)	2 (50.00)	2 (50.00)	2 (50.00)	-	-	2 (50.00)	2 (50.00)	5 (31.25)	6 (37.50)
(ii) No	3 (75.00)	2 (50.00)	2 (50.00)	2 (50.00)	4 (100.00)	4 (100.00)	2 (50.00)	2 (50.00)	11 (68.75)	10 (62.50)
<b>iv. Providing Credit as required</b>										
(i) Yes	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	16 (100.00)	16 (100.00)
(ii) No	-	-	-	-	-	-	-	-	-	-
<b>v. Form of Wage Payment</b>										
(i) Cash	1 (25.00)	2 (50.00)	3	1 (25.00)	-	-	1 (25.00)	1 (25.00)	5 (31.25)	4 (25.00)
(ii) Kind	-	-	-	-	-	-	-	-	-	-
(iii) Both	3 (75.00)	2 (50.00)	1 (25.00)	3 (75.00)	4 (100.00)	4 (100.00)	3 (75.00)	3 (75.00)	11 (68.75)	12 (75.00)
<b>vi. Regularity of Employment</b>										
(i) Whole Year	-	-	-	-	-	-	-	-	-	-
(ii) Seasonal	3 (75.00)	4 (100.00)	1 (25.00)	2 (50.00)	4 (100.00)	4 (100.00)	4 (100.00)	4 (100.00)	12 (75.00)	14 (87.50)
(iii) Irregular	1 (25.00)	-	3 (75.00)	2 (50.00)	-	-	-	-	4 (25.00)	2 (12.50)

## ii. Impact of NREGA on Rural Wages Structure

There has been a significant increase in the structure in both agriculture and non – agriculture sector among the sample districts after the introduction of NREGA. But it would be rather unrealistic to derive a conclusion about which elements have been determining the raising wage rates in both the sectors. One most important assumption is however, that relatively higher wage rates fixed in NREGA has indirectly influenced the increasing trends of wage rates for both agriculture and non- agriculture labours. However, it is clear from the analysis that the wage rates for non- agricultural labours has been lagging far behind to the agricultural labours. At the same time the wage rates of latter category of labourers has been increasing more sharply than the case of former category of labours. Similarly, the wage rates of women were at much lower order than their male counterpart in both agricultural sector and non-agricultural sector.



Table 6.30(a) Pattern of Impact on Agricultural Labour

Particulars	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(a) Wage Rates for Agricultural Labours</b>					
<b>(1) Today</b>					
Total (Average)	66	52	75	85	68
Men	71	59	77	88	74
Women	60	44	73	82	61
<b>(2) Last Year</b>					
Total (Average)	47	48	59	49	49
Men (Actual)	49	53	60	51	53
Women (Actual)	44	43	58	49	44
<b>(3) % Change</b>					
Total	40.42	8.33	27.12	70.00	38.78
Men	42.86	11.32	28.33	72.54	39.62
Women	36.36	2.33	25.86	67.35	38.64

At the same time, the wages of men has been increasing at the rate of nearly 40 percent as against 39 percent for women in agriculture sector. However, the differences in increasing trend of wages for men and women were largely varying across the districts. But the overall wage rates for both men and women has been increasing at a highest level in backward districts like Chitrakoot and at a lowest level in the developed districts as Kheri Lakhimpur. Even the wage rates of both men and women non-agricultural labours has been indicated increased at highest level during the last one year. But the trend in this regard has been largely favoring to women than the men. At the same time the wage rates of women were relatively less as compared to men in this sector in Hardoi and Chitrakoot but there were no differences in the wage rates of men and women in other two districts. Rates. On the whole the wage rates on women has been increasing at the rate of 26 percent as against 25 percent for men in non-agriculture sector.

Table 6.30 (b) Pattern of Impact on Non-Agricultural Wages

Particulars	Hardoi	Kheri Lakhimpur	Chandauli	Chitrakoot	Total
<b>(a) Wage Rates for Non-Agricultural Labours</b>					
<b>(1) Today</b>					
Total (%)	53	33	90	87	64
Men (Actual)	65	33	90	90	69
Women (Actual)	40	33	90	83	58
<b>(2) Last Year</b>					
Total (%)	45	25	83	57	51
Men (Actual)	50	25	83	62	55
Women (Actual)	40	25	83	51	46
<b>(3) % Change</b>					
Total	17.78	32.00	8.43	52.63	25.49
Men	30.00	32.00	8.43	45.16	25.45
Women	0.00	32.00	8.43	62.75	26.09



#### iv. Impact of NREGA on Land Market

As far as the impact of the implementation of NREGA on the land market in sample districts was concerned the study found that there had been a significant impact on the practices of both lease in and lease out land in almost the districts. Even the impact of NREGA in both respects was well reported in all the GPs in Hardoi and in half of the GPs of other districts.

In terms of fixed rent practices of land from other farm households the impact was reported in only 75 percent GPs of Kheri Lakhimpur. Again the impact of NREGA on undertaking farming on the basis of share cropping was revealed in 75 percent GPs of Kheri and Lakhimpur and 25 percent GPs of Chandauli.

Table 6.31.(a) Overall Impact on Land Market

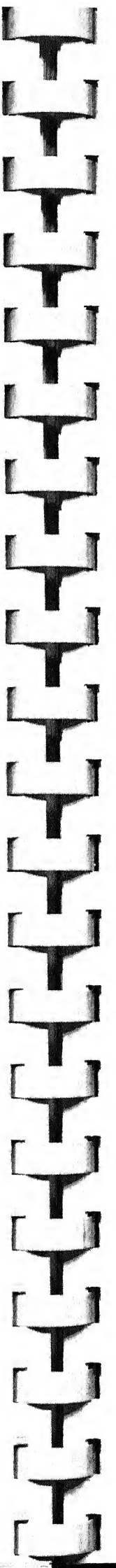
Particulars	Hardoi	Kheri	Chandauli	Chitrakoot	Total	villages
<b>(i) Lease in/Lease out</b>						
Yes	100.00	50.00	50.00	50.00	62.50	10
No	-	50.00	50.00	50.00	37.50	6
<b>(ii) Fixed Rent Practice</b>						
Yes	-	75.00	-	-	18.75	3
No	100.00	25.00	100.00	100.00	81.25	13
<b>(iii) Share Crop Practice</b>						
Yes	-	50.00	25.00	-	18.75	3
No	100.00	50.00	75.00	100.00	81.75	13
Total	100.00	100.00	100.00	100.00	100.00	16

Looking into the impact of the implementation of NREGA in the changing composition of different form of land market across the district level has occurred in land market the study found that the practice of leased in and leased out of land was highly prevalent in 63 percent GPs before the implementation of NREGA. Presently, such practice was moderately prevailing in 69 percent GPs and it was least prevalent in 31 percent GPs.

Similarly, the practice of undertaking farming on the basis of fixed rent was mostly moderately prevalent in 81 percent GPs and was least prevalent in another 19 percent GPs before NREGA. Again, both kinds of practices were similarly prevailing in unchanged proportion of GPs after implementation of NREGA. The share -crop practice was earlier highly prevalent in 13 percent of GPs while the proportion of such GPs has reduced to 6.25 percent now. Even the proportion of GPs where this practice was moderately prevalent has declined from 75 percent to 69 percent after Implementation of NREGA.

Table 6.31(b) **Extent and Level of Impact on Land Market**

Description of Land Market	Hardoi		Kheri		Chandauli		Chitrakoot		Total	
	Before Nrega	After Nrega	Before Nrega	After Nrega	Before Nrega	After Nrega	Before Nrega	After Nrega	Before Nrega	After Nrega
<b>i) Lease in/Lease out</b>										
Highly Prevalent	100.00	-	75.00		25.00		50.00		62.50	nil
Moderately Prevalent	-	75.00	25.00	75.00	50.00	75.00	50.00	50.00	31.50	68.75
Less Prevalent	-	25.00	-	25.00	25.00	25.00	-	50.00	6.25	31.25
Not Prevalent	-	-	-	-	-	-	-	-	-	-
<b>ii) Fixed Rent Practice</b>										
Highly Prevalent	-	-	-	-	-	-	-	-	-	-
Moderately Prevalent	100.00	100.00	50.00	50.00	75.00	75.00	100.00	100.00	81.25	81.25
Less Prevalent	-	-	50.00	50.00	25.00	25.00	-	-	18.75	18.75
Not Prevalent	-	-	-	-	-	-	-	-	-	-
<b>iii) Share Crop Practice</b>										
Highly Prevalent	-	-	-	-	25.00	-	25.00	25.00	12.50	6.25
Moderately Prevalent	100.00	100.00	75.00	25.00	75.00	100.00	50.00	50.00	75.00	68.75



## CHAPTER VII

### MAIN FINDINGS AND POLICY RECOMMENDATIONS

#### I. Introduction

NREGA aims at enhancing the livelihood security of the households in rural areas by providing at least 100 days of guaranteed wage-employment in a year to every household whose adult members volunteer to do unskilled manual work. Employment is dependent upon the worker exercising the choice to apply for registration and obtain a Job Card and then to exercise a choice to seek employment through a written application for the time and duration that the worker wants. The Legal Guarantee has to be fulfilled within the prescribed time limit and this mandate is underpinned by the provision of the unemployment allowance. Earlier wage-employment programmes were allocation-based. NREGA is not supply driven but demand driven. The public delivery system has been made accountable as it envisages an Annual Report on the outcomes of NREGA to be presented by the Central Government of the Parliament and to the Legislature by the state government. The choice of works suggested in the Act addresses causes of chronic poverty like drought, deforestation and soil erosion, so that the process of employment generation is maintained on a sustainable basis.

Considering into account the above highlighted various features of NREGA and its various provisions laid down for ensuring employment and social security for rural employment seekers the main objectives of the present study were as follows;

- ❖ The key process of and the institutional set up for implementation of NREGA as envisaged in the Act.
- ❖ Implementation pattern, gaps, problems & impact of NREGA in creating additional opportunities of employment and livelihood.
- ❖ The issues on wages and its payments, selection of assets created and its need and maintenance, facilities provided at work sites etc.
- ❖ To identify management gaps, problem emerging in different stages of implementation of Scheme and finally to suggest about the types of strategies to be initiated for properly implementation of NREGA.

The study was based on both secondary and primary data obtained among a sample of 320 beneficiary and 240 non-beneficiary households spread over in 16 agro-climatic zone in Uttar Pradesh. In addition certain objectives of the study were supplemented through obtaining required information from each of the 8 Blocks, 16 G.P. one worksite in each village and holding group discussions with the beneficiaries and non-beneficiaries in each sample GP. Following are the main findings of different aspects of NREGA covered in the study.

## II. Socio-Economic Background of Sample Areas

Uttar Pradesh, constituting a largest state in terms of its size of population and geographical coverage has been well recognized as the most backward state in India in terms of prevailing situation of sharp imbalances in per capita income, level of poverty, population growth, birth and fertility rates, literacy infant mortality and death rates, life expectancy across the districts and the growth pattern in economy. The agricultural and its associated activities have been forming the economic base and the main sources of employment and livelihood of population in the state. The economy of the state has been growing at the rate of 5.7 percent during Fifth Plans which picked up to 8.7 percent during Sixth Plans but it started declining sharply thereafter and gone down to 2.0 percent points during Ninth Plans, though Tenth Plan showed some recovery as the rate went up to 5.3 percent but it was only about two third of the national growth rate. The primary sector has been contributing nearly one third proportion in the state economy but its share has also been considerably declining over the years. The share of commodity sector in the economy of the state has also been declined from 67.6 percent in 1980-81 to 53.4 percent during 2005-06.

The agriculture sector alone contributes 37 percent of its income and provide employment to 66 percent workforce in the state. But its contribution in the economy as well as in providing employment opportunities in the state has also been again narrowing down during the recent past. This pattern indicates that the capacity of agriculture sector by itself can not ensure productive employment to the additionally increasing labourforce and income for sustaining livelihood for households in rural areas of the state. The consequences of increasing pressure of population on land resources has resulted the decreasing availability of arable land for cultivation per farm household. Over the years, average size of holding in the state has shrunk to 0.8 hectare. The surprising facts are also that the marginal and small category of holdings together account for nearly two thirds of the cultivated area in the state. Also there exist a larger differences in the distribution of land among different social groups of households in the state. There are a very large proportion of 50.4 percent scheduled caste and 36.4 percent schedule tribe households lacking any land for cultivation. On the other hand, the proportion of households in the category of landless, small and marginal size category of land holdings are accounted for 98 percent among the schedule caste followed by 93 percent other backward castes.

The outcome of all these facts are further evident in terms prevailing poor condition of farm households and a high level of poverty incidence in rural areas of the state. The monthly income per farm household in U.P. in accounted only Rs. 1633 Out of which Rs. 836 i.e.



slightly less than half come from cultivation, while the wage labour contributed Rs. 559. Per capita daily expenditure for farmer households in the state in 2003 was merely Rs.16. Also about 30 percent of farm households are living below the poverty line. As compared to national average the poverty ratio stands significantly much higher in the state. The national level poverty ratio accounted for 25.35 percent, 27.12 percent in rural and 24.92 percent in urban areas. Similarly the share of BPL households in U.P has increased from 36.94 percent in 1998 to 41.44 percent in 2002. Looking at the absolute number of the poor the number has gone down by about 20 million in rest of the country since 1993-94, in UP has gone up by about 2 million. Similarly the share of the rural poor has increased from 17.22 percent in 1973-74 to 22.65 percent in 2004-05 in U.P. In fact the poverty density in U.P. has also increased from 1.002 points in 1973-74 to 1.230 points in 2004-05.

Across the sample districts the dependency of population on agriculture sector is appreciably much higher than the state average. The proportion of workforce concentrated in agriculture sector were as high as 80 percent in Hardoi, 79 percent in Lakhimpur Kheri as against the state average of 62 percent. But the proportion of labourforce depending on agricultural wage paid employment was 12 percent to 14 percent across the sample districts as against the state average of 15 percent. On the other hand the proportion of households who have secured employment in rural areas are highest at 74.8 percent among general castes, closely followed by 74.3 percent OBC while a little over half of the SC and 42 percent ST households has such opportunity.

In terms of various social indicators the state has also been recognized one of the most backward states in India. Both the density of population as well as growth of population in the state has been noted quite high as compared to the national average. The sex ratio is 898, even it averages to 922 in Chandauli though it stands lower than state average in other sample districts. Literacy rate accounted for 56.27 percent in the state as against 64.80 percent at the national level. However number of junior basic schools per lakh of population are relatively higher at 74 than the national average of 73 schools though reversal is the situation in terms of access to senior basic schools. Across the sample districts the literacy rate is higher than the state average in Chitrakoot and Chandauli while it is less than state average in other two districts. The literacy rate is highest at 59 percent for general caste followed by 46 percent ST and 35 percent SC population. At the district level also the literacy rates of both SC and ST population are much lower than the general caste population except in Chitrakoot.

In case of sample districts together, there were over 70 percent of the households in the category of Marginal and Small farmers, 14 percent each landless and large land holding

categories of households. The landless households were largely concentrated in Chandauli. In term of the utilization of available land, a very high proportion of over 71 land area was used for cultivation while a large part of 75 percent it has the facility of irrigation. The percentage irrigated areas constituted as high as 96 percent in Hardoi followed by 95 percent in Kheri Lakhimpur while it was lowest at 51 percent in Chitrakoot. Nearly one half of the cultivated land was constituted as double cropped area which was again very low at 15 percent in Chitrakoot as against 87 percent in Hardoi.

A larger extent of inequalities were prevailing in the distribution of cultivated land among the households in sample districts. The cultivated land per household in Chitrakoot was reported highest among all the districts. The crops such as paddy, wheat and jowar/ bajra were the main food crops grown in all the districts. However a highest proportion of over 39 percent area was used for growing wheat followed by 26 percent area under paddy and 17 percent under jowar/bajra.

In sample areas together, out of 8963 households depending on agriculture for livelihood, over one third proportion of them were among SC and BC communities. Also half of the SC households followed by 28 percent BC household and a 0.11 percent ST households were depending on wage employment. The households engaged in non-agricultural activities were highest among the BC households and those engaged on wage employment were largely among BC followed by SC households in almost the districts.

The labourforce from different households migrate outside villages mainly for a shorter duration to work in non-farm activities during the off agricultural operations. Even a significant proportion of them migrate on contract basis during every year. But their proportion stood relatively less than the seasonal migrants. In terms of the mode of migration a majority of them were migrating alone leaving their entire family at their native place. Looking into the pattern of undertaking more work in relation to the family purchase of food it indicated that members of the households were doing more work mainly during the months of lean agricultural work i.e. January, February and March during the winter season and after completing the work of kharif season in the month of September. In comparison to the family purchase of food the in-migration of people was noted more in the months of September, November and August in a majority of villages. The out-migration of people for seeking employment was take place after the completion of agricultural work during the months of September, October and November

There was a clear -cut inequality between the prevailing wage rates of men and women workers across the districts on one hand and wages paid during peak and lean agricultural seasons. But the wage rates for both men and women workers were increased remarkably

during both the agricultural seasons in all the districts during the recent past but more sharply during the lean agricultural season than in peak agricultural season both in undertaking the agricultural and non- agricultural works.

In terms of the availability pattern of different basic facilities across the Gram Panchayat level it revealed that the facility of ration shop and safe drinking water was provided to all the Gram Panchayats. Also the Panchayat Sevak, Field assistant and project shelf under the NREGA has been provided in all G.P. The facility of junior basic schools was available in 94 percent G.P. while the facility of senior basic and high school was available in 56 percent and 44 percent Gram Panchayats respectively. Electricity and computer facilities were lacking in almost the GPs. The commercial bank was found only in Hardoi. Most Gram Panchayats were lacking the facility of co-operative societies, post offices, primary health centers, telephone connectivity, agriculture science centre and access to bus and train facility. The NGOs were not formed in any GP while there were only 4 NGOs working in nearby villages.

### **III. Institutional Arrangement in Implementation**

The responsibility for implementation of NREGA has been entrusted to the Rural Development Department headed by the commissioner rank of officer in the state. the DRDA Office headed by Chief Development Officer at the district level, the Block Development Officer at the block level and the Gram Pradhan and Panchayat Secretary at the Gram Sabha level. It was reported that due to over burden of work with the Block Office and lacking adequate staff both at Block and Village level the problem of the supervision of NREGA in a large number of villages averaging 72 GP per Block was largely emerging in the sample districts. Even most of the infrastructural facilities except telephone and computer was inaccessible in all the eight sample Blocks.

The proposals of works were found almost unique in all respects and were being submitted on regular basis at the Block office. However most of the Blocks were mainly selecting labour intensive works and as per the priority of villages. But the guidelines of the of NREGA in selecting works were hardly followed in most of the Blocks. Construction of link roads and kharancha and digging of ponds were the major works being demanded for undertaking under the programme by the G.Ps. Information about work allotments to the Gram Panchayats was generally being provided in its meetings. The demand of employment was met out within time limit as stated in the provision of NREGA in a majority of blocks

Different documents of NREGA were duly maintained both at GPs and Block level. However, the Employment Guarantee Fund was maintained in 5 sample Blocks as the payments

of wages were directly released in the Bank Accounts of the beneficiaries from the district office. It was reported that this head of funds can not be administrated as revolving funds because the blocks were allotted funds only for maintaining NREGA related expenditures at Block level. However separate bank account for NREGA and monthly account statements were duly maintained in all the Blocks.

There were a large numbers of works demanded for undertaking under NREGA from the part of GPs in every Block. However due to one or the other reasons the works sanctioned for implementation from the part of Blocks were relatively less than the number of the proposal of works received by the Blocks. The striking features which emerging are that the outcome of the implementation of NREGA has been very unsatisfactory in almost the districts. Since a very small proportion of nearly 19 percent and 26 percent of the sanctioned works could be completed during the second and first phase respectively in the sample districts.

The utilization of funds under different heads according to the laid down provisions of NREGA was well followed with a minor differences occurring among the districts. Similarly there has been a significant increase in the amount of funds released during the second phase as compared to first phase in all the districts. The proportion of funds utilized in all districts together was nearly 99 percent during the first phase and 97 percent during the second phase. The social audit and vigilance committees were reported had been formed in almost the G.Ps. but the beneficiary committees were not formed in most of the districts. The open meetings of G.P. and information given through Radio/T.V./News papers/Notice board of G.P. and the local officials were the prominent sources of bringing awareness among the villagers about prescribed wage and other matters of NREGA to the villagers. The grievances of beneficiaries were mainly processed through calling the meeting of Gram Panchayat and putting complain before the meeting and setting enquiry by the V.D.O.

Untimely and irregularity maintained in payments of wages both from the part of Gram Panchayats and banks due to one or the reasons and, time taken in releasing funds to the G.P, were reported as the major problems existing in properly implementation of NREGA in almost the districts. In addition to these problems, inadequate staff employed for NREGA, difficult procedure adopted for measurement of works, criteria fixed for selection of works and provision made for payment of wages through Bank/Post Office were reported as the unnecessary elements adversely effecting the properly implementation of the NREGA. To overcome from these problems the Program officer recommended for ensuring the timely payments of wages to the labourers through reviving the procedure of releasing adequate finances in the Employment Guarantee Fund at the Block, allotment of adequate staff at both

Block and village level, organizing training for staff, adopting efficient methods for extending awareness among program implementing personal and beneficiaries about the provisions of NREGA and ensuring access to required infrastructure at the Block. The views of Programme Officers were also that the funding to G.P. should be done through the Blocks as they can release funds to G.P. more efficiently.

#### **IV. Process and Participation in NREGA;**

The NREGA was initially introduced in 22 districts of the state in the first phase. Later it covered all the districts in its second phase. During the first phase a total of 40.04 lakh households were provided the job cards in UP. During the next phase the number of such households increased to 73.12 lakh. Also the number of households covered under the NREGA were remarkably increased during the second phase as compared to first phase in all the sample districts of the state. This proportionate share of NREGA beneficiaries was increased highest from 72 percent in Chandauli followed by 41 percent in Hardoi to lowest at 5 percent in Chitrakoot.

The participation of Schedule caste groups of households has been quite remarkable in the NREGA during both the phases at the state as well as across the sample district level. However the proportionate share of SC households in total beneficiary households of NREGA has been declining both in the state and in most of the sample districts. Across the districts the proportion of NREGA beneficiaries were reached to the highest level of nearly 65 percent in Chandauli during the first phase. During the second phase the percentage share of SC beneficiaries accounted highest at 62 percent in Chandauli and lowest at 54 percent in Hardoi. During the first phase, 99.81 percent households were provided employment but the performance achieved in this regard was relatively better in the sample districts as compared to state level. However the proportion of households who got employment for over 100 days were only 6.02 percent during first phase and 10.64 percent during second phase in the state. Across the sample districts such households were highest from 5.47 percent in Hardoi to lowest at 0.53 percent in Kheri Lakhimpur during first phase and it was highest from 34.79 percent in Chitrakoot to lowest at 8.01 in Hardoi during the second phase. On the other hand the participation of women in NREGA employment has declined from 45.46 percent during first phase to nearly 18 percent during the second phase in the state but their participation in Chitrakoot and Chandausi was better than the other two districts during both the phases.

At the G P level, out of existing 3590 households in sample villages a little over 53 percent households were possessing the NREGA job cards. But they were ranging highest from



58 percent in Chandauli to lowest at 38 percent in Kheri Lakhimpur. Across the different communities they were highest at 74 percent among SC and lowest at 39 percent BC households. Across the different category of farmers the proportion of job card holders were highest at 49 percent among marginal farmers and a lowest of 39 percent among larger farmers. Across the different castes the proportion of job card holders were highest at 61 percent among BC households and lowest at 26 percent among ST households. The study further found that out of the 1670 job card households only 66 percent them comprising a highest proportion of 80 percent SC and lowest proportion of 40.45 percent general caste households had participated in NREGA employment.

But among the 1107 participant households the share of SC households was again highest at 57 percent followed by 32 percent BC households and lowest at 1 percent for ST households. Also across the districts this share of SC households was highest at 71 percent in Kheri Lakhimpur to lowest at 47 percent in Chitrakoot. Across different size categories of land holdings the proportion of households participated in NREGA has been consistently narrowing down with the increase of their size of land holdings. The proportion of participant households from lowest farm size was 37 percent and this proportion declined to 14 percent for highest farm size of households. In terms of creation of employment under NREGA it indicated that on an average a household was getting employment for only 17 days but the same were highest for 42 days in Hardoi followed by 26 days in Kheri Lakhimpur and lowest at 11 days in Chitrakoot.

## **V. Planning and Implementation of NREGA**

The planning for different stages of implementation of NREGA works was undertaken both at the Block Panchayat and Gram Panchayat level. However the process and pattern of planning adopted in this matter at the latter level is expected would largely determined the level the achievement of the program. It is therefore the study attempted to look into the kinds of planning measures initiated for implementation of NREGA works at the GP level.

The Panchayat Sachiv and the Field assistant have been made responsible for implementation of NREGA in every GP. But there was one secretary for over 5 GP. The Field Assistant was appointed in every GP. The shelf of projects which were prepared in collaboration of villagers and Gram Panchayat Adhikari through discussing the open meeting of GP was available in half of the GPs. However the information regarding the methodology adopted in this regard was lacking in 50 percent of GP while in 38 percent GP the shelf was prepared as per NREGA provisions. The number of job card holder households per GP were 334 which were even as high as 744 in Kheri Lakhimpur. The punctuality in holding the meetings of GP was revealed quite poor in

almost the districts. The number of meetings held per GP were averages at 2 only during the last year and However the minutes of the meetings were available in a majority of 81 percent GPs.

All the meetings, except in one GP of Hardoi were called for discussing issues related to initiating the construction of link roads, nali (canal), kharnja and digging the ponds and selections of works and maintaining the quality of works under NREGA. The social audit of NREGA was took place in over 81 Gram Panchayats.

The participation of people in the meeting of GP has been considerably increasing over the years. Average number of participants per panchayat were increased from 220 persons in previous meeting to 323 persons in the last meeting. In a large proportion of nearly 88 percent GPs the main subjects of meetings were NREGA related issues. In the same number of GPs resolution of implementation of work in different sites of villages under NREGA were passed. The discussions on planning for NREGA was mainly in bringing awareness among the villagers regarding the provisions of wages and employment under the NREGA in 50 percent of GPs followed by planning for work in 38 percent GPs and providing information on the amount of funds received and its utilisation on different works in 25 percent GPs. However the signatories in attendance register were nearly one half of the total participants in both the meetings. percent GPs.

## **VI. Implementation of NREGA Awareness**

A very large number of both participant and non-participant households were well aware about different issues of job cards, while only a little over 6 percent respondents, mainly in Hardoi were aware about the time limit for providing job card after their request for it. But the awareness regarding the time limit for providing employment after registration for work was lacking to a majority of respondents. Even the awareness about the days of employment the household is entitled under the NREGA was available to 66 percent respondents. Also only 28 percent 8 percent respondent were aware regarding the provision of un-employment allowance and extra wages to be paid if work given beyond 5 kms from their GP respectively.

A very large proportion of 91 percent respondents, even 98 percent respondents in Chitrakoot and 94 percent respondents in Chandauli were aware regarding their entitlement to earn minimum wages under NREGA but 58 percent of them were not aware about the time limit for payment of wages after the completion of work. However, a very high proportion of 90 percent non-participants but less than participants of 92 percent were aware about their entitlement of wage rates. Also 48 percent participants as against 81 percent non-participants were aware about the entitlement of days of work.

Regarding the awareness about the provision of worksite facilities the study found none of the respondent in any sample district was aware about the provision of providing crèche at the worksite. Also only less than 8 percent respondents were aware together of the provision of shed and floor sheet for workers, free of charge for medical treatment, payment of allowance if hospitalized, period of rest, payment of wages to women deputed to look after children in the work site, not following of discrimination in wages between men and women, not involving contractor in the work and the no use of machinery in the work to be ensured at the worksite. The awareness about these all provisions was largely lacking in Chitrakoot and Chandauli. However, over 44 percent participants were aware of providing first aid and payments should be made for ex-gratia death. Another 28 percent and 14 percent respondents were respectively aware about the provision of at least one fourth of wages should be paid in cash and the facility of drinking water to be ensured at worksite. But they were almost one third in both Hardoi and Kheri Lakhimpur and lowest at 18 percent in Chandauli. In almost the districts except in Chandauli the proportion of non-participants who were aware about the provisions of first aid, shade and floor sheet and period of rest were significantly higher than the participants. However none of the non participants in any districts was aware about the other provisions and facilities to be provided at the worksite.

A Very little awareness was persisting among both participants and non-participants regarding the provisions of RTI Act, social audit, approval of work by the GP through its meeting, updating information on NREGA in the prescribed walls regularly, publication of work progress in news papers, formation of vigilance and monitoring committee and employment guarantee scheme committee, system of mate and the system of Field Assistant in almost the districts especially in Chitrakoot and Chandauli.

Across the **different castes** the SC respondents were found better aware than the other castes of respondents in terms of their adult members are entitled to work under NREGA. But the awareness for time limit for providing job card after request was known to only 12 percent General castes followed by 6 percent ST, and 5 percent BC respondents. But the participant of all castes were better aware than the non-participants in both the respects. Similarly all the ST respondents as against 77 percent SC nearly half of BC and General castes respondents were aware of the entitlement of the days of employment in NREGA. Such respondents were leading among the participants over non participants among all the castes except General castes. The respondents who were aware of the time limit for providing employment after registration for work and time limit for providing employment were significantly higher among both the groups of SC than the other castes. But a notable proportion of respondents among both participants and non participants from different castes were aware about the days of employment to be provided under the NREGA to their households.

None of the respondent among SC was aware about the kinds of facilities to be provided at the worksite. Exception was only one third proportion of participants were aware about the provision of providing drinking water facility and the provision of rest. Also only nearly one third proportion of participants from other than SC were aware in regard to the provision of first aid to be provided at the worksite and another 37 percent General castes as against 13 percent BC and 9 percent SC respondents were aware about the provision of shed and floor sheet to be provided at worksite. The awareness regarding the provision of non- discrimination of wages on the ground of gender was available to one third of SC respondents and nearly one fourth of both BC and General castes. The awareness regarding the RTI Act and the social audit was largely lacking to SC and BC groups of respondents but the proportion of non participants who were aware in these regard were higher than the participants among every castes.

Among different **occupational groups of households**, over 81percent of them, consisting 97 percent participants and 35 percent non- participants of non-agricultural labour and all the NREGA labour households were aware of the provision of their adult family members are entitled to work under NREGA. But only 11 percent agricultural self employed households, comprising 7 percent NREGA Labour and 19 percent agricultural self employed households among participants were aware about the time limit for providing job card. Again a highest proportion of 94 percent respondents from NREGA labour followed by 83 percent respondents from agricultural labour households and a lowest proportion of respondents from service households were aware about the entitlement of days of providing employment of their household. Such respondents were highest at 93 percent from participant NREGA labour households and 76 percent from non-participant agricultural labour households. Awareness about the time limit for getting employment under NREGA was also largely access to NREGA labour households and service households. Awareness about the provision of extra wages to be paid if work given beyond 5 kms from their GP was largely available to agricultural self employed and non agricultural self employed households of both participants and non -participants. The provision of un-employment allowance was largely known to services households among non-participants and NREGA labours among participants. The other provisions related to payments of wages were also largely known to NREGA labour households.

The agriculture labour and NREGA labour households among participants were more or less aware about the different provisions to be available at worksite. The awareness regarding RTI Act and social audit was largely access to self- employed households among participants and services households among non-participants. Also a highest proportion of over one third proportion from the NREGA labour households and 17 percent and 14 percent from agriculture self employed households were aware about the provision of no- involvement of contractor and no use of machinery at the worksite respectively.



The proportion of households who were aware about the entitlement of work of their adult family members under NREGA were highest at 85 percent for medium farmers among participants 59 percent for large farmers among non-participants.. However, a very small proportion of 14 percent among marginal farmers and less than 5 percent from other farmer were aware regarding the time limit for providing job card. Nearly two third respondents from other than small farmers and all the farm categories among non participants were aware about the days of entitlement of work during a year. Also over half of marginal farmers and three fourth of participants from other than large farmers were aware about the time limit for providing employment after registration. Over 90 percent participants and non-participants among almost all the farm categories were aware about the provision of prescribed minimum wage rates under NREGA. But the provision of un employment allowance was known to largely small farmers among participants and large farmers among non-participants. Only less than 10 percent among different castes of participants were aware about the provision of extra wages to be paid if work given beyond 5 kms from the village.

Further it revealed that the respondents of different farm categories were aware mostly in matter related the provision of drinking water, period of rest and equal wages to be given to both men and women but among them the proportion of marginal farmers were higher than the others. Though a very large proportion of 87 percent medium farmers followed by 70 percent marginal farmers among participants were aware about not involving contractor in work. The awareness about RTI Act and social audit accounted was known to nearly 13 percent medium and 8 percent large farmer categories among participants only

There is a strong positive relationship between the size of income of households and proportion of respondents who were aware about the provision of their adult family members are entitled for work under the NREGA. But a negative relationship was establishing in matters related to the size of household income and the proportion of respondents were aware about the time limit for providing job card after request. But the respective relationship was not true in case of participants in response to both the matters. Even the proportion of both participants and non participants who were aware about the provision of the entitlement of days of work of household every year were positively related with the income of their households.

Despite the fact that a very small proportion of respondents were aware about the provisions of unemployment allowance, extra wages to be paid if work given beyond 5 kms away from the village the proportion of both participants and non participants who were aware in response to both provision were significantly higher from middle income group followed by bottom income group. Even the proportion of respondents who were aware about the entitlement of minimum wages in NREGA were also higher from the middle income group. The provision of Worksite Facilities were also largely known to bottom income groups of both participant and non participant households. But a higher proportion of former than latter groups were aware about the provision of not following



discrimination in wages against women and period of rest. But the proportion of both these groups who were negatively related with the size of household income about the awareness of all other provisions. The provisions of RTI Act and social audit were known to only small proportion of both participants and non participants but their proportions were positively related with the size of income. Even the remaining provisions which were known to only participants were seen positively related with the size of income of households.

Further it revealed that the men were more aware than the women as far as the provision related to job card practices, entitlement of days of employment of adult family members to work under NREGA, entitlement of days of employment to the household every year and the time limit for providing job card after the request were concerned. Even no women participant was aware about the provision of time limit for providing job card after the request. But the reversal was the situation prevailing among them regarding the awareness of time limit for providing employment after registration for work, the provision of un-employment allowance and entitlement of minimum wages under NREGA. However none of the women participant was aware about the provision of extra wages to be paid if work given beyond 5 kms from their village.

Again the proportion of women who were aware about various provisions and facilities to be applied at worksite were relatively lower than their men counterpart. However no women participant was aware about the provisions of shed and floor sheet, free of charge for medical treatment, payment of allowance if hospitalized, payment of ex-gratis death, payment of wages to women deputed to look after children in the worksite and at least one fourths wages to be paid as cash. Even the awareness of RTI Act and social audit was not known to any participant and non- participant women.

## **VII. Level of Awareness and Correlates**

Further examining the different dimensions of awareness by correlating them with various characteristics of participants and non participants it revealed that none of the non - participants were in the highest awareness score group of 21 and 33 indicators. Average age of non participants was found significantly higher than the participants in general and in each group of awareness score group. A little impact of heading the household of female was found in their awareness pattern as only about 1 percent of them among only participants were in the highest score group of awareness.

The level of education of respondents has been no way influencing to the level of awareness for different types of NREGA provisions. However only a highest proportion of secondary educated respondents among both participants and non participants were in highest score group. Most widow among both the groups were in the bottom score group while only a

small proportion of 4 percent married women participants were in the highest score group. The General casts from both the groups were scoring better than other caste in terms of possessing awareness of a large number of NREGA provisions though none of the non participants as against 38 percent participants among them were in the highest score group. Among the different type of ration card holders the no card holders among both the groups followed by Antyodaya ration card holders among participants were better aware while Annapurna ration card holder were least aware about the provisions of NREGA.

Among the households owned different types of dwelling the proportion of them falling in highest score group were highest at 6 percent among kachha houses while a majority of 30 percent them were in the middle score group. However the households who owned their own houses among both the groups were better aware while which were living in rental houses were least aware. The agricultural labour among the participants and agricultural self employed among non participants were better scoring while rent takers and NREGA labour were poorly scoring in terms of their awareness about various provisions laid down in NREGA.

A positive relationship has been establishing between the size of land holding owned by households and their proportions falling in highest score group. Also the households having children in their family were better scoring than which had adults and aged members in the family among the participants while having adult members in the family were better scorers among non participants. Further least scorer were found among the households having child workers while households having male worker in the family were the better scorers in case of both the groups of households. To some up it may articulated that higher the work participation rate greater the awareness of household members about the provisions of NREGA. This argument is further supported by the fact that households having nuclear family with only one dependent have been better scoring than the other type of households among both the groups. Also a positive relationship was found forming between the per capita income of household and the level of its awareness in case of participant households while a negative association was establishing between the proportion of income generated by household from agriculture and the access to asset of household with the pattern of awareness regarding various provisions of NREGA.

### **VIII. Implementation of Awareness on NREGA Based on Group Discussions**

Enquiring about the aspects related to mode and methods adopted for binging awareness the provisions of NREGA through direct discussions with forming 16 groups of different socio- economic strata of beneficiaries and non –beneficiaries in each of the sample village it was found that the awareness program were mainly organized at the GP level and the Pradhan

and Panchayat Secretary happened to be the main agents in providing information on certain aspects of NREGA to the people. Involvement of NGOs in this context was reported in almost the districts except in Chandauli. Placement of information of NREGA provisions on the posters and at the walls of public places and organizing of rallies among the villages were the main mode of bringing awareness among the people in sample villages.

However the awareness program was reported organized mainly during peak agricultural season for a very short duration. Other weaknesses were in terms of organizing camps outside villages and lacking its information to the people and providing adequate information on different provisions of NREGA. As a result a significant proportion of people of 56 percent people were lacking knowledge about most of the provisions of NREGA.

The NREGA related works were mainly being conducted at the Gram Panchayat level without involving different sections of people in most of the districts. Even the participation of SC communities was very poor at only 6 percent. Even the views and suggestions of general participants in matter related to NREGA were not taken into account in almost the districts. Therefore, the shelf of projects prepared in the meeting of GP in a large proportion of 75 percent villages were reported do not reflect the need of all the categories of people. In this context the people recommended for considering the views and suggestions of SC communities. In addition the respondents had suggested that imparting awareness to different communities about the preparation of the shelf of project would possibly a alternative option for making it more needful of the people. Even a majority of participants suggested for maximizing the participation of women in preparation of shelf so that women suited works may be initiated in NREGA.

In terms of getting job cards a majority of respondents found it as a difficult procedure. Even the job cards were not issued to every needy households but were issued mainly to own people of the Pradhan Such problem was largely experienced in Kheri Lakhimpur and Chitrakoot. Infact in half of the villages in Hardoi the job cards were issued after making payments for it. The awareness campaign in response to the method of applying for employment has been very poor in almost the villages.

The role of both Field Assistant and Panchayat Secretary was reported very unsatisfactory in performing their responsibilities in 44 percent villages especially in Hardoi and Kheri Lakhimpur. Similarly, the role of Mate in visiting the worksite was found very poor, mainly in Hardoi. But, the formation of different types of groups were accordingly formed in almost the sample villages except in Kheri Lakhimpur. The sharing of work among the beneficiaries based on the choice and preference of concerned beneficiaries was hardly

prevailing among the villages exception was only in 13 percent villages of Hardoi and Chitrakoot. The master roll was maintained mainly at the GP level instead at the worksites which were even not up to date. The Mate was not employed in most of the worksites. Therefore the question of the measurement of work at worksite was hardly done in a large proportion of 81 percent villages. None of the facility was provided at the worksites of over 56 percent villages. The facility of only drinking water and shed workers was given at the worksites of remaining villages.

The respondents were hardly aware about the social audit in all the districts. It was therefore the respondents in a large proportion of 81 percent villages recommended for creating maximum awareness about these both the aspects. Infact 13 percent and 6 percent respondents had suggested for organising training programmes for bringing awareness among people in matters related to every provisions laid down under the NREGA and minimizing the interference of Pradhan in the implementation of NREGA.

## **IX. Participation in NREGA and its Determinants**

A little over three fourth proportion of households in sample districts together had the job cards. Among them a very high proportion of nearly 98 percent households had their own job cards while only 1.88 percent households had joint cards. Number of persons mentioned per job card averages to above one person in each district which indicates that there were more than one beneficiary of NREGA per household in the sample district.

A very unsatisfactory progress has been achieved in opening the account of NREGA beneficiaries in banks in almost the districts because there was a lacking co-operation from the part of the banks even after a clear cut instructions have been provided by the head bank offices of concerned banks for opening the accounts beneficiaries. The Post Offices has already denied to handle the account of NREGA beneficiaries on account of security reasons and lacking of adequate staff.

The Pradhan has been asking to pay money for both job card and photograph in almost the sample district, except in Chitrakoot. However the proportion of households who paid money for job cards were found less than those paid for photograph. Average amount per paid per job card was Rs.42 which was even as large as Rs.133 in Kheri Lakhimpur. Per household payments made for photograph was accounted less than it was for job card but a very large proportion of around 65 percent households had paid for it.

It was further found that a fairly high proportion of over 88 percent of participants were keeping their job cards with them. Even the proportion of such households was 98 percent in

Chandauli closely followed by 96 percent in Chitrakoot. The job cards of a very high proportion of nearly 87 percent households comprising highest at 99 percent households in Chandauli followed by 98 percent households in Chitrakoot had updated entry. In all, over three fourth proportion of beneficiaries had no bank account while only 16 percent beneficiaries had individual account in bank.

There was hardly any provision followed in putting written application before the Pradhan for asking work in NREGA. Instead a high majority of nearly 57 percent households received employment through informal request. Even over 21 percent households were getting employment in NREGA without making any formal and informal request. Such respondents ranged between 28 percent to 8 percent across the sample districts. Thus only 2 percent households had made written request for getting employment in NREGA in Hardoi and Chandauli only. A majority of 57 percent respondent reported that there was no need to apply while 22 percent respondents were lacking the procedure for applying NREGA employment. The respondents have been mostly approaching to Pradhan with formal or informal request in all the districts for seeking employment in NREGA. However, the practice of providing receipt against the formal written or informal request of respondents for asking employment in NREGA works was hardly followed in a majority of 87 percent sample villages.

Average days of employment per household were significantly higher than the per respondent days of employment as provided in NREGA. However, a larger differences were revealed in days of employment provided to the respondents as per its entry made in job card and actual days worked by them in NREGA. As per job card the mean days of employment of respondent were 13 days as against the actual days of employment of 15 days during the latest month. In all the districts the days of employment got by respondent as per job cards were noted almost three folds higher than the days of employment actually got by then in NREGA. However a majority of over 97 percent respondents, consisting all in Chitrakoot and Kheri Lakhimpur closely followed by 98 percent in Chandauli were hesitating to reply behind the reasons of such differences because telling true by them in this regard would result of not getting employment in NREGA from the part of Pradhan in the future.

The verification of entries in the job cards of the respondents was mostly carried out by the few people of the concerned villages rather than the respondents themselves. The evidence of irregularity was found mostly in noting down the entry of incomplete information on certain matters in the job card. In fact, the entry of information in the job cards of a very large proportion of over 61 percent households in Chandauli followed by 41 percent households in Chitrakoot was done only during the few days back.



On an average the days of employment per respondent were for 37 days as against 41 days per household under the NREGA during a year. However, both per household and per respondent days of employment provided under NREGA were significantly varying across the districts. A very high majority of over 76 percent respondents were preferring to undertake piece rate of work arrangement. Involvement of relatively high earning potential has been cited as the reason behind preferring to carry out work on the piece rate basis over the time based by a overwhelming majority of 51 percent respondents.

Identification of worksites for NREGA has been mainly carried out within the GP in most of the districts. Since nearly 98 percent respondents were provided employment in NREGA in the worksites located within their own Gram Panchayat. Even a overwhelming majority of nearly 99 percent respondents comprising all respondents in Chitrakoot and 99 percent respondents were given work within the distance of 5 Km from their residence. However, nearly 23 percent respondents were not aware whether the works were executed or not but, over 59 percent and 14 percent of them reported the works were executed through the G.P. and village level officials respectively.

A significant level of differences were found occurring between actual wages paid and amount of wages received as per job card by the respondents. The amount of wages paid as per job card were fairly much higher than the wages actually received by the respondent in all the districts. However a large proportion of 86 percent of respondents avoided to provide actual information behind the emerging differences in this context which could be due to the assumption of respondent that in case of disclosing actual information the Pradhan will not provide employment to them in NREGA in the future.

The amount of total wages earned per respondents during last year from NREGA averages to Rs.3190, which were even as low as only Rs. 2193 in Hardoi. Even the per day wages given per respondents were less than Rs. 100 in almost the districts except in Chandauli. In terms of payment of wages a majority of 72 percent and 63 percent respondents received wages from last and older than last worksite respectively. Among the respondents who received wages from last worksite reaches to the extent of 95 percent in Chitrakoot and 90 percent in Chandauli. Also a majority of respondents received their wages at the private residence of Pradhan while only 17 percent beneficiaries received their wages through Banks. Another a little over 9 percent beneficiaries, largely representing Chandauli were given wages at the worksites itself. The practices of reading the name of beneficiary and the amount of wages paid in his/her favor were hardly followed in most of the Gram Panchayats. Instead the payment of wages to over 74 percent respondents was made without loudly reading the amount of payments made in favour of respondents. Even only a half of the respondents had signed on the muster roll after the completion of work at the worksite.

As far as the keeping of NREGA wages in the family is concerned it revealed that only 26 percent respondents were provided a freedom by their households in this regard. The wages of a majority of over 65 percent respondents were kept commonly by the spouse. The provision of making payments for sharpening the tools and implements hardly being followed in all the districts.

In terms of access to different facilities at the worksites the study found excepting the facility of drinking water the other facilities were hardly provided at any of the worksite in the sample districts. The facility of crèche was seen available by only less than one percent respondents in Hardoi only. The facility of drinking water and first aid was seen available by a little over 41 beneficiaries and 21 percent respondents respectively. Also the proportion of respondents who had access to the facility of shed/floor sheet at the worksite were 47 percent in Hardoi as against none of respondents in both Chandauli and Chitrakoot and 16 percent in Kheri Lakhimpur.

Different Government officials and non-officials and representatives of GP have been making at least some visits at the worksites to look into the progress of work. However the MPDO had visited at the worksite in all the districts. The VDO had been frequently visiting at the worksites in most of the districts. Over 55 percent respondents also reported that the Members of GP have been frequently visiting the worksites.

In terms of child -care practices the women beneficiaries were mostly keeping their children at more than one place depending upon the type of facility available for the child care at the specific place. Due to lacking any facility of looking after the children at the worksites a half of women were leaving their children at home and the children of another 7 percent women were being look after by their neighbors. Nearly 43 percent women were sometimes bringing their children with them at worksite where the children were look after either by their siblings or by themselves along with working at the worksite or by other people working at the worksite. A majority of over 73 percent women reported that they mostly feel anxious about their child whether the child is kept at home or at the worksite. However, as a result of existing very cordial environment at the worksites they do not face any kind of difficulty even in breastfeeding the children. In case of providing the facility of child care at the worksite a very high majority of 79 percent women were willing to bring their child at the work site.

## **X. Work Wages and Working Condition at Worksites**

The days of employment provided per worker at last worksite was for 13 days which was highest for 15 days in Kheri Lakhimpur to lowest for 11 days in Chandauli. A

overwhelming majority of 80 percent of them had worked in digging of ponds followed by 19 percent in composite task and 10 percent in water supply. The attendance of workers was generally taken once in a day which was being noted down in the notebook rather than in register by the work supervisor / mate in almost the districts. Only less than half of the respondents reported that they sign or put their thumb print on the muster roll. Even a very high proportion of 73 percent respondents reported that their days of work on muster roll were not recorded accurately. The names of persons on muster roll who did not work at the worksite with the respondents were seen by only 7 percent respondents. But in none of sample districts the names of dead persons in the muster roll were seen.

In relation to health and problem, the respondents were indicated possessing a sound health condition as only nearly 2 percent respondents suffered from fever and cold while working at the current work site. Similarly the problem of harassing the respondents at the worksite was not emerged in any sample districts except 4 respondents were once harassed by their work supervisor on minor issue.

The Gram Panchayats were involved in the creation of assets like ponds, check dam and kachcha/pucca link roads in the sample districts. The perception of a high majority of three fourth proportion of respondents were that the assets created in their GP would be very useful in the interest of village communities. Such respondents were even as high as 81 percent and 71 percent in Hardoi and Kheri Lakhimpur respectively. In performing NREGA work, one percent and 6 percent respondents complained regarding the use of machines at the worksite and regarding the involvement of contractor in supervision of works respectively. Payment of wages was largely made on daily basis in almost the districts and a significant proportion of 79 percent respondents were making the practices of calculating their wages at worksite.

In term of measurement of work at the worksite a large proportion of 34 percent respondents had not found any individual measuring the works in the past. But 31 percent respondents, largely in Kheri Lakhimpur reported that the works were measured by mate/supervisor. Involvement of technical assistant and junior engineer in this context was reported by only 11 percent respondents. The work of respondents was largely measured collectively while the work of only 20 percent respondents only in Kheri Lakhimpur was measured individually.

Further after directly visiting at 16 worksites for looking into the prevailing working conditions and pattern of implementation of programme the study found that the muster rolls in most the worksites were kept with the Gram Pradhans or the Panchayat secretaries while the same were available at only 6 percent worksites and were updated. Out of these updated

muster roll the difference between the actual days worked by the labours and the noted days of work was found in one muster roll. The procedure of providing work through the written application was followed at only 13 percent worksites. Otherwise the labourers at a large majority of 69 percent worksites were unaware about the mode of applying for work.

At a majority of 88 percent worksites the payments of wages to the workers were made after over one month of the completion of works. However almost the workers were paid the prescribed minimum wages. The payment of wages was largely done at the individual houses. Only the workers of 44 percent worksites, mainly in Chandauli were paid wages at the public places but without loudly reading the details of wage payments. The entry of the details of wage payments on the muster roll was undertaken at only 31 percent worksites while only 13 percent workers had signed on muster roll after getting wages. At a majority of 56 percent worksites the labours had complained either against the untimely payment of wages or the ongoing practices of paying less than prescribed amount of wages. Average waiting period for getting wages after the completion of work was for 22 days for all districts together.

The facility of first aid kit and crèche was not provided at any of the worksite but the facility of shed and drinking water was available at 6.25 percent and 25 percent worksites respectively. Even the notice board was not placed at any worksite. Also the Vigilance committee was not formed for any worksite. However the beneficiaries were either not aware or they were avoiding to provide any actual information regarding any type of irregularity prevailing at the worksite. The Mate was employed at only 12.50 percent worksite that too in Hardoi only. But the measurement of work by the Mate was done at 19 percent worksites. The Mate were seen bringing only calculator with him while visiting at worksite.

The assets being created at the worksites were link roads, ponds and canals. The assessment of the research team was that the assets being created at nearly one third of sample worksites would be quite useful for the villagers while there was a optimistic view regarding the usefulness of assets being created at a majority of 44 percent worksites which were largely being created in Chitrakoot. Also the assets being created at 19 percent worksites were expected would be not useful.

## **XI. Impact of NREGA at Household Level**

In terms of providing employment opportunities the impact of NREGA has been very negligible, especially during the kharif season though it was relatively better during summer season in each districts.

Even during the whole year in 2007-08 the proportion of working days of participants under the NREGA employment stood only 9 percent which was

even as lower as 5 percent in Hardoi though it reached at the highest level of 11 percent in Chandauli. Still the non NREGA activities in general and the activities providing self employment opportunities were found contributing a significant role in creation of employment for both participants and non- participants. But the proportion of working days put under the self employment were fairly much higher in case of latter groups of respondents than the former one. Therefore the proportionate difference of working days under self employment was ranging between 8 percent to 14 percent in favor of non-participants. The concerned difference in this context was even followed at highest level of 69 percent to 91 percent in Kheri Lakhimpur. On the other hand the impact of NREGA was noted in getting additional employment for nearly 25 percent of working days with a minimum of 16 percent and maximum of 33 percent working days across the districts in favor of NREGA participants over the non -participants during the whole year of 2007-08.

Across the different castes of households the BC households got a greater edge over the other castes of households in putting higher working days under the NREGA employment during every agricultural seasons. Bit as the consequence of larger size of holdings owned by the General castes a high proportion of working days were put them in agricultural operations as self employed during different agricultural seasons. The proportion of working days put by them under NREGA were accounted much less than the other castes of households. Except the case of ST households, the proportion of working days of other castes of households were higher under self employment than under both NREGA and Non- NREGA employment in all the agricultural seasons while the proportion of un- employment days were recognized highest for ST households at 51 percent to 63 percent during summer and kharif agricultural season respectively. In all the impact of NREGA in providing employment during the whole year has been gone largely in favor of BC households followed by SC households and least for ST households. Also the proportion of working days put under non- NREGA employment were relatively higher for all the castes of NREGA participant households than their non participant counterparts. But the reversal was the situation emerging in terms of the proportion of unemployment days.

Across the different **category of farmers** the benefit of creation of employment opportunities under the NREGA has mostly gone in favor of landless labourers, marginal and small farmers than the other categories of farmers. However the proportion of working days under non- NREGA employment of different categories of farmers except large farmers among the participants were significantly higher than their non-participants counterpart. Reversal was the situation in the proportion of working days put under self employment in case of different



categories of farmers among participants and non-participants during all the seasons. The proportion of un – employment days of all the farm groups of participants were again higher than their non- participant counterpart. It was largely due the fact that a large proportion of non participants had assured employment available at their household level. Overall differences in employment days under NREGA were in favor of all category of participant farmers except the larger farmers.

Every **income group of households** had been provided at least some days of employment under the NREGA during all the seasons but its benefit has largely gone to middle and lowest income groups of participants. At the same time the proportion of working days under non-NREGA were relatively higher for lowest income groups of both participants and non-participants in almost the agricultural seasons except during Rabi season. Again a positive relationship was establishing between the size of income of household and the proportion of working days put under self employment by both participant and non – participant households. Further a absolute negative relationship was persisting between the size of household income and the proportionate days of un – employment of both participants and non – participants. The impact of NREGA has been noted in terms of providing additional employment of 4 percent during kharif to 22 percent during summer in favor of lowest and middle income groups of participants respectively over their non –participant counterpart. Also the difference in the working days under non – NREGA employment were again very positive for almost the income groups of participants except larger income groups of participants. But the differences in the proportion of working days under self employment were noted fairly larger in favor of larger income groups of non – participants.

Similarly the impact of creating NREGA employment has been more positive for **men** than the **women**. As the men participants were getting higher days of employment than their women counterpart under the NREGA during all seasons. Similar extent of differences against both participant and non-participant women were seen emerging in terms of the proportion of working days put by them under non-NREGA employment. Also the cumulative impact of creation of employment under NREGA has also been largely gone in favor of men. Since the proportion of working days under NREGA for women were accounted at 5 percent as against 10 percent for men during the whole year. Even under non-NREGA employment the proportion working days for both participant and non-participant women were recorded nearly half of the men. Surprisingly the proportion of working days under self employment were relatively higher for both participant and non-participant women than their men counterpart. But the participant women was found remained higher proportion of working days as

unemployed than the non-participant women and the reversal was the situation existing in case of men participants and non – participants.

In terms of the contribution of NREGA in the total income of households the study found on an average per household income generated from NREGA was highest at Rs.1649 during Rabi season followed by Rs.1362 during summer season and lowest at Rs.1248 during Kharif season. Across the districts the contribution of NREGA was reported highest at 27 percent in Chitrakoot during summer season and 21 percent and lowest at 7 percent in Hardoi during Kharif season. During the whole year the contribution of NREGA was accounted 17 percent in the income of participant households though it varied highest from 20 percent in Chitrakoot to lowest at 12 percent in Hardoi. The non-NREGA employment were the only single sources of income of non- participant households which was contribution was found much higher than the contribution of income generated together from NREGA and Non-NREGA employment in the households of participants in almost the districts. It was therefore, the differences in the contribution of non-NREGA in the households of participant were negative at 80 percent against the participants.

In terms of the **contribution of NREGA in the income of different castes** of households it was highest at 24 percent for BC households during the Summer season and lowest at 4 percent for General Castes households during the Kharif season. During the whole agricultural seasons the contribution of NREGA was ranging from the highest level of 20 percent in the BC households to lowest at 9 percent in the General Castes households. However average income per household generated from non –NREGA sources during the whole year was accounted highest in favor ST households followed by General castes households and lowest in SC households.

In totality term the impact of NREGA has been positive in terms of the generation of additional income at 28 percent 12 percent in SC and ST households respectively over their non-participant counterparts during the whole agricultural season. Even the concerned differences reaches to the point of 29 percent and 17 percent between concerned castes of participant and non-participant households during the summer season.

Across the **different farm households** the contribution of NREGA in the total income of landless households was significantly much higher than in the households of remaining categories of participant farmers during all the agricultural seasons. Even the proportionate share of NREGA in the income of marginal farmers households was also ranged between 23 percent to 14 percent during the Rabi and Kharif seasons respectively. But its contribution was lowest in the larger farm households during the all agricultural seasons which varied from the

highest point of 11 percent during Summer season to lowest at below 1 percent during the Kharif season. At aggregate level the contribution of NREGA in the total income of landless households was recorded as high as 22 percent followed by 19 percent in the households of marginal farmers and lowest at 12 percent in the households of larger category of farmers. But the contribution of NREGA in the total income of different categories of farm households was negatively related with their size of land holdings. But the average size of income derived from non-NREGA activities was found highest in the larger categories of farm households which consistently declined with declining the size of holdings of the households.

Across the **different income groups of households** the contribution of NREGA was reflected at highest level in the households of middle income groups of during all the agricultural seasons. Among the lowest bracket of income groups its contribution was reflected highest from 22 percent during the Summer season to lowest at 9 percent during the Kharif season.. On the other hand the concerned contribution in the upper income groups of households was lowest as compared to remaining groups of households. This was particularly the fact that larger income groups of households were participating in NREGA employment for lesser days than the other income groups of households because they were deriving higher income per household than the other income groups of households from non - NREGA employment, which was well reflected from the present analysis. During the whole agricultural year also the contribution of NREGA in the total income was again highest in the middle income groups of participant households as against 12 percent in bottom and 10 percent in largest income groups of participant households. However the average income per household which generated from non-NREGA employment was registered consistently positively related with the size category of farm households of both participants and non participants.

Aspects related to **utilisation of NREGA income** indicated that almost NREGA participants were preferring to utilize their wages firstly in purchasing of necessary items as fooding and clothing for its family members and than the remaining amount of wages are spent on non -food items. Infact over one third of households were using NREGA wages on health care. Such households were even as high as 43 percent each in Kheri Lakhimpur and Chitrakoot. A second majority of 16 percent participant households, comprising highest at 31 percent in Hardoi followed by 24 percent in Kheri Lakhimpur were using NREGA income in the purchase of agricultural instruments animals and other agricultural inputs. However, a lowest proportion of 1 percent participants that too only in Hardoi were using it for the purchase of radio, TV, cycle etc.

Regarding the proportion of NREGA income utilized under different heads of expenditure it indicated that the share of expenditure on renovation and construction of house and availing health care facilities were happened to be the two major heads of expenditure of the participants in almost the districts. However, the proportion of NREGA income utilized for the purchase of radio etc was reported lowest at 0.23 percent while a significant proportion of 7 percent NREGA income was being utilized in purchasing agricultural implements and inputs. The share of expenditure on this head was even as high as 21 percent in Hardoi followed by 8 percent in Kheri Lakhimpur.

Among the different income groups of participant households a very high proportion of 50 percent households from middle income as against a lowest proportion of 14 percent households from bottom income groups were utilizing NREGA income in availing health care facility. Similarly the households from middle income groups were again dominating in proportion of NREGA income being utilized in heads like renovation and construction of house and purchase of agricultural implements and inputs. The proportions of NREGA income spent on both health care and household durables were positively related with the size of income groups. A very positive impact of NREGA were that a significant proportion of 5 percent NREGA income was reported being save by mainly middle and higher income groups of participant households.

The **perceptions** of a highest majority of 72 percent participants were that the implementation of NREGA has been somewhat important in the interest of the welfare of their village people. A second majority of 42 percent participant households had reported that the concerned programme had helped in to avoid hunger in their households Even the proportion of such households were as higher as 58 percent in Hardoi followed by 51 percent in Chitrakoot. Surprisingly only 13 percent participant households reported that the NREGA had helped them in providing employment. But over half of non-participant households felt that the initiation of NREGA has widened the scarcity of labour. Though a second majority of 26 percent of them had the perception that it has helped to send children to school and caused to rise market wage over the years.

In all the non-participants were more optimistic than the participants in realizing NREGA as a very important programme for the welfare of villages across almost the districts except in Kheri Lakhimpur. However the proportion of households realizing somewhat impact of NREGA were highest and were in case of participant households over the non-participant households. Similarly the differences in the proportion of households who feel the NREGA has helped in creating assists, to cope up with illness, and rise market wages were larger in latter group over the former group of households .

Across the different **caste of households** the study found that a highest proportion of BC and SC households had the perception that NREGA has been very important in certain manner. A significant impact of NREGA has also been reported in sending children schools, repayment of debts, bringing changes in life style and to avoid migration mainly by SC and BC households. The impact of NREGA in rising the market wage rates has been largely visualized by a overwhelming majority of non-participant General castes of households. Even, the perceptions of General castes of participant households on the impact of NREGA on most of the aspects were in negative.

Further it revealed that implementation of NREGA has been highly important or some what important for both agricultural labours and marginal farmers for certain aspects. However the proportion of households who reported that the NREGA had helped in matter related to bringing changes in life style, to avoid hunger and migration has been reflected at higher level among large farm- groups of participant households than their non-participant counterpart of households. But a very high majority of 41 percent marginal farmers followed by 24 percent agricultural labour among participant households and 36 percent from former and 23 percent from latter farm group of households among non-participants had the perception that NREGA has helped in repayment of debts. In all, the positive differences in the proportion of agricultural labour and marginal farmers among participants over their non-participant counterpart were well reflected in the impact of NREGA on all the aspects except in creating assets, rising market wage rates and its help to cope with illness.

Further the proportion of households among both participants and non-participants who had the perception that initiation of NREGA has been very or some what important on various aspects were negatively related with their **household income** groups. Similar relationship was reflected in the proportions of both participant and non-participant households who had the perceptions about the positive impact of NREGA to avoid hunger, to send children in school and reducing migration across the different income groups. In all the context the proportion of different income groups of participant households were relatively higher than the non-participant households. However among the participants the proportion of households who indicated that the NREGA helped to avoid migration, sending children school and repayments of debts were largely belong to middle income groups while the impact of NREGA on avoiding hunger was reflected for a highest proportion of bottom income groups.

## **XII. NREGA and Women Empowerment**

It was indicated that a significant proportion of both participant and non-participant women had the freedom to keep their wages either with her or along with the spouse and spent



it as per the requirement of their family. In all only 42 percent women were keeping their wages with them. However; the impact of participation of women in NREGA has been favourable to the extent that the proportion of women participants who keep wages with them were 46 percent as against 37 percent non-participants. Even this proportion of participant women reached at 100 percent in Hardoi. In terms of utilisation of wages a very high proportion of 78 percent women were spending it in the purchase of food items while a lowest proportion of 19 percent of them were using it for personal purposes. However the proportion of women who had been provided freedom for spending their wages on both education and health and personal uses were fairly larger among non-participants than the participants while the former group of women were largely spending on food items.

The proportion of women who had the freedom to keep wages among **different castes** were varying from 57 percent general castes to 40 percent BC to lowest at 39 percent SC women. However relatively higher proportion of all castes of participant than their non-participant counterpart of women had availed such freedom which indicates the fact that maximizing participation of women in NREGA could be a important measure to bring improvement in their empowerment in the near future.

Still SC and ST participant women were hardly finding the opportunity to use their wages in matter related to its personal purposes, livelihood improvement, education and health due to their prevailing poor economic condition. Instead a very high proportion of over 84 percent SC women as against none of the General Caste of women were utilizing their wages on the purchase of food items alone. This was not only in case of participant SC women only but also for non-participant SC women.

Across the different **category of farmers** the proportion of women who keep their wages with them were ranged between highest from 45 percent in medium farm to lowest at 27 percent in larger farm of households. But the proportion of women among participants from almost category of farm households, except from medium farm households who had given such freedom were relatively higher than their non-participant counterpart of women. In terms of utilization of wages it revealed that inspite of a major proportion of wages spent on the purchase of food items by every farm category of women the proportion of them using it on the purposes of personal, education, health and livelihood improvement were relatively higher among marginal and small farm households than the other farm households. But the proportion of women participant from all the farm groups who were spending on food items were remarkably higher than their non-participant counterpart of women. But in utilization of wages on remaining items the proportion of former groups were less than latter groups of women across all the farm groups.

Across the **different income groups** the proportion of women who were keeping their wages with them were registered fairly highest at 80 percent among bottom income groups and this proportion of women starts at decreasing order if one proceed towards higher income groups of households. Almost similar type of the situation was emerging across the different household income groups of both participant and non-participant women but this relationship was more sharply evident for former group of women than the latter. In terms of freedom offered to women in using their own wages for different purposes the study found that a highest proportion of women from bottom and middle income groups were spending their major proportion of wages on food items. Such was not in case of higher income groups of women who were largely using it for their personal purposes. Even the proportion of women who were spending it on education and health were only from bottom and middle income groups of households. This suggests that the higher income groups of women were largely engaged in employment for their own welfare rather than to sustain their household demands while the lower income groups were forced to work for the sake of their households demand of income. The concerned fact were well followed and more related in response to participants than the non-participant women.

Looking at the **contribution of employment created under NREGA** in achieving empowerment of women it revealed that the participant women were getting 5 percent additional days of employment over the non-participant women as a result of participating in different works created under NREGA. Across the district level the proportion of their working days under NREGA were highest at 7 percent in Chitrakoot followed by 6 percent in Hardoi. However, the proportion of working days under non-NREGA employment were relatively higher for former groups than the latter group of respondents and also across most of the districts except in Chandauli. But the proportion of working days employed as self employed were noted higher in favor of non-participants in each of the districts.

It is evident that as a result of getting over 9 percent of additional working days by the participant women over the non-participants in NREGA the differences in the proportion of unemployment days of participants has gone down over 56 percent as compared to non-participants.

Among the **different castes** of women the contribution of NREGA in providing employment had gone more in favor of BC women than the SC women. As the proportion of working days under NREGA for former group of women were reported 12 percent as against 6 percent for latter group of women. Again the former group of women were getting higher days of employment than the latter group of women but less than non participants in Non-NREGA

activities. But the days of employment as self employment were relatively higher for SC than the BC women. As a result of participation in NREGA employment the participant women were empowered to get additional employment of 11 percent to 13 percent days over the non participants. But negative impact against all the castes of participant women over the non-participant women was revealed in the days of employment as self employment..

Further the study found a constant negative relationship was establishing between the **size of farm** owned by women household and the proportion of its working days under NREGA. As the proportion of working days under NREGA were noted highest at 7 percent in case of landless women who went down to 1 percent for larger farm category of women. The proportion of working days under non – NREGA employment were almost higher in case of participants than the non -participants among different categories of farmers which were also again similarly determined by the size category of farm of households. But almost all the category of women farm households among participants except larger category of farm households were remaining higher proportion of working days as unemployed than their non-participant women

In all the impact of NREGA has favored largely to the participant women of medium farm households followed by small farmers and landless as the differences in proportion working days under NREGA in favor of these category of women participants were accounted in the order of 18 percent, 11 percent and 10 percent respectively. A absolute negative impact of NREGA was visualized against the women participants of large farm households.

Looking at the contribution of NREGA employment in case of different **income groups** it revealed that the benefit of employment creation under the works of NREGA has largely acquired by the women with larger size of family income. As the proportion of working days of participant women under NREGA employment were positively related with the size group of family income. Even the contribution of non – NREGA employment of women has been positively related with the size of household income of both participants and non – participants. But its contribution stood relatively higher for favor of women participants than their non – participant counterparts in almost of the income groups. The proportion of un – employment days of both the categories of women were negatively related with their household income though the same were fairly higher for participants than the non – participant women.

Further there revealed a clear cut discrimination in providing employment opportunities against **women** in NREGA. This was evident by the fact that the proportion of employment days provided to women accounted to 5 percent as against 10 percent days to men. Infact the proportion of working days under both non-NREGA and self employment were indicated

higher for men participants as well as men non-participants than their women counterpart. But the proportion of unemployment days for women among both participants and non-participants were noted higher than their men counterpart. However as a result of participation of women in NREG its contribution has been noted in providing over 9 percent of the additional days of employment to the participant women over the non-participant women. Though the concern impact was revealed more significant in favor of men participants than the women participants.

Examining at the extent of empowerment achieved by women in terms of **contribution of income in their household** through participating in NREGA the study found that the participant women were contributing 11 percent additional income over the non-participant women for their household by way of getting NREGA employment. But still, the contribution of non-NREGA income has been significantly higher than the NREGA income in the households of both participant and non-participant women in almost the districts. But the overall contribution of women participants has increased to over 37 percent higher than the contribution of non-participant women in the total income of their respective households after getting NREGA employment. However this share was noted significantly higher in case of BC women than the SC women accounting for 14 percent and 9 percent respectively.

Across the different **category of farm households** the contribution of NREGA was reported ranging between the highest levels of 18 percent in the medium farm households to lowest at 1 percent in the marginal farm households. On the other hand the contribution of non-NREGA income was found exceeding many folds higher than the NREGA income in all the category of women farm households. Even the share of participant women of all the farm households in the non-NREGA income was found fairly very large than their non-participant counterpart of women.

In this sense the participant women of all the category of farms were already contributing higher income than the non-participant women from non-NREGA employment in their households before getting employment under NREGA works. Latter, after getting additional income from NREGA by participant women this gap has further widen to the extent of 44 percent and 25 percent in favor of small farmers and landless labours households respectively.

It further found that the introduction of NREGA has highly gone in favor of bottom income groups of women than the higher income groups of women because of the universal fact that the demand of wage paid employment of the labour is generally determined by the size of household income. As the proportion of women NREGA income in total NREGA income has been as high as 74 percent of lowest income group of women and the concerned share stars



decline with the increase of income group of household. Even the contribution of participant women in both Non -NREGA and total income of household was found significantly higher than it was reported in case of non -participant women in each of the income groups. Also as a result of additional income earned by participant women from NREGA the overall difference in the proportion of women income in total household income was reported much higher in their favor over the non participant women across the different income groups of households.

### **XIII. Impact of NREGA in Sample Areas**

An assessment into the impact of NREGA in the rural market was concerned it revealed that earlier the procedure for employing casual labour was highly or moderately prevalent together in 44 percent villages while after introduction of NREGA it was prevalent in 38 percent villages. A very favorable impact of NREGA has been witnessed in the mode of payments of wages. As a very high proportion of 50 percent casual labours were earlier paid weekly but now a highest proportion of 69 percent of them were paid on daily basis. However there has been no change in making advance payment of wages to the casual labour which was prevalent in 6 percent villages. Even no changes were occurred in providing credit to the labours in all the GPs. The proportion of villages where the payment of wages were made in cash was 75 percent now this proportion of GPs has gone up to 81 percent. A significant impact of NREGA was seen in providing secure employment on regular basis.

There has been a remarkable changes in the form of employing farm servant in sample areas. As earlier it was highly prevalent in 38 percent GPs, but it was currently highly prevalent in 19 percent GP. In fact a significant level of impact has been indicated in mode of wage payments. Earlier the payment of wages was made on weekly basis in half of the GPs but after implementation of NREGA the wages were paid on daily basis in a highest proportion of 44 percent GPs. However, no changes were revealed in providing credit to the farm servant who was prevalent in all the GPs. A very little impact in the form of wage payment was reflected only in Chitrakoot and in Kheri Lakhimpur while in remaining two districts the payments of wages were made together in cash and kind. Employment of farm servant was reported has been unsecured in almost the districts except in Hardoi after the introduction of NREGA..

There has been a very high impact of NREGA in hiring out of labour on contract basis in almost the districts especially in Chandauli and Chitrakoot where it was highly prevalent earlier. But the wages were still being paid on weekly basis. But the employment security has increased after the introduction of NREGA..



A negative impact of NREGA was persisting in the pace and system of employing contract migrant labour in Hardoi where it was highly prevalent earlier but it remained constant in Kheri Lakhimpur and it was picking up in Chitrakoot after initiating NREGA. Mode of wage payment was changed from the system of its payment once in two days to daily basis in a highest proportion of GPs. However there was no change in payment of wages in advance. The wages were earlier being paid in cash in 63 percent GPs but the proportion of such GPs has now increased to 88 percent. A significant impact of NREGA had been in ensuring the regularity of employment of contract migrant labour, particularly in Hardoi. The system of exchanging labour between one to other household was either moderately or less prevalent in only 31 percent GPs while after initiating NREGA the concerned system was prevalent in 37 percent GPs. But the practices of payment of wages from daily basis to weekly basis and the system of advance payment was gaining importance after initiating NREGA. The provision of providing credit to the labours was already in existence and is continued today while the proportion of GPs making cash payment of wages were declined but the system of payment of wages both cash and kind was boosting up..

The fixation of high wage rates in NREGA has directly influenced the increasing trends of wages of both agricultural and non- agricultural labours. But the wage rates of agricultural labours has been lagging far behind to the non-agricultural labours. At the same time the wage rates of latter category of labourers has been increasing more sharply than the case of former category of labours. Similarly the wage rates of women were indicated at much lower order than their male counterpart in both agricultural sector and non-agricultural sector. Also the wages of men has been increasing more sharply than the women in agriculture sector but the reversal was the case in non- agriculture sector.

As far as the impact of the implementation of **NREGA on the land market** in sample districts was concerned the study found that the practices of both lease in and lease out land which was highly prevalent in 63 percent villages it has been now moderately prevalent in all these village. But the fixed rent practices of land was continuously prevalent moderately in 81 percent villages without showing any impact of NREGA. The proportion of villages where the share cropping practices was prevalent has reduced from 13 percent to 6 percent.

#### **XIV. Policy Recommendations**

The facts are clear from the findings of the present study that the introduction of NREGA has well proved in providing at least some level of employment opportunities to the different socio – economic strata population with a extent of differences emerging across the

district level. Infact the rural labourforce has availed the opportunity to contribute at least some additional income for their households through participating in NREGA employment. Significant positive changes have also been came up in the pattern of income distribution among the different socio-economic groups of households by increasing income of low income groups, marginal farmers and wage labourers, rural labour and land markets, increase in overall wage rates and mode of its payments, ensuring employment security of different types of labours, empowerment of women, creation of assets etc.

However, there is a need to maximize the participation of different communities in different stages of the implementation of the program so as to achieve equity in the distribution of benefits derived from NREGA. The differentials extent and types of problems and gaps were well depicted to begin with the extent of sincerity devoted by program implementing authorities to the pattern and pace of its implementation and the participation pattern of rural communities in achieving the benefits of the program. In this context following policy measures to be initiated;

- (i) It is very necessary to organize training program for the program implementing authorities at the State, Block and Gram Panchayat level for extending the knowdge of different aspects and provisions laid down under the NREGA and appropriate methodology to be adopted for its implementation.
- (ii) A great need was felt for imparting knowledge about various subjects and provisions of NREGA, accountability of different committees and about RTI Act among the rural people. In this context provision should be carried out to organize training camps and cultural programmes and other locally acceptable methods among the clusters of villages during the off – agricultural seasons.
- (iii) Provision should be made to form a separate division with providing necessary infrastructure and adequate staff for implementation, evaluation and monitoring the works of NREGA at the Block level and providing at least one secretary at each GP level.
- (iv) It will be desirable to form a NREGA committee, comprising of Pradhan, secretary and one representative from each NGO, Nyay Panchayat, women and different castes for looking after all the NREGA related works, starting from the selection of works to ensuring the payment of actual wages to the workers at the GP level.
- (v) The problems emerging in timely releasing of adequate funds from the part of CDO office, resulting untimely completion of 81 percent approved works and generation of inadequate employment days of less than 17 days per worker during a year, can be

better minimizes if adequate funds are directly transferred in the EGF at the Block and this funds are to be released to the GP as per their demand of employment.

- (vi) Looking at inaccessibility situation of banks in rural area and lacking co-operation from its staff in all aspects the arrangement of the payments of wages to the beneficiaries may be carried through Post Office which facility is available in most of the GPs.
- (vii) The meetings of GPs should be frequently organized with maximizing the participation of different communities in general and disadvantaged groups of population in particular and all the NREGA matters to be accordingly discussed with ensuring transparency in all the decisions finalized in the concerned meeting.
- (viii) The GP level committees and program implementing authorities should be made accountable for ensuring the maximum participation of women and other marginalized segment of people in NREGA employment and providing employment to actually needy and job card holding households, entering actual information on job cards, timely payment of wage, making access to different facilities at worksites, maintaining the quality of work and other related essential aspects.
- (ix) The officials of Both the Block and GP level should frequently visit the work site to assess and evaluate the work progress, system of payments of wages, providing of different facilities, problems being faced by workers, quality of work maintained and other relevant aspects.
- (x) The participation of women in NREGA employment can be maximized through selection of separate worksites for them as the prevailing deep rooted certain social evils are still largely restricting their participation along with men at the common worksites.
- (xi) Considering the extent of existing level of un-employment and the increasing demand in rural areas for employment the entitlement of days of employment should be increased. Similarly, and wage rates under NREGA employment should be increased as the prices of essential commodities has been rapidly rising over the years. At the same time, increase in employment days together with wage rates will certainly be a important measure for minimising persisting inequality in income distribution among the rural households as the demand of NREGA employment was being created largely by the households from bottom income groups and landless and marginal farmers.

## References

1. Basant, R. (1993); Rural Non- Agricultural Activities in India, A Review of Available Evidence, Gujarat Institute of Area Planning Ahmedabad.
2. Chadha G.K. (1993), Non –Farm Employment for Rural Households in India, Indian Journal of Labour Economics, Vol, 36. No.3.
3. Chadha G.K. (1994), Employment, Earnings and Poverty; A Study of Rural India and Indonesia; Sage Publications, New Delhi.
4. Islam Rizwanul (1987, Rural Industrialisation and Employment in Asia; Issues and Evidences, ILO/ARTEP, New Delhi
5. Kumar A. (1993), Rural Non – Farm Employment; A State and Dynamic Study of Inter State Variations, Indian Journal of Labour Economics, Vol. 36, No.3.
6. Mehrotra Santosh (2008) NREGA Two years On; Where Do We Go From Here?, Economic and Political Weekly , February 2,
7. Mehta G.S. (2004), Non –Farm Economy and Rural Development, Giri Institute of Development Studies, Lucknow.
8. Papola T S ( 1992), Rural Non – Farm Employment in India; An Assessment of Recent Trends , Indian Journal of Labour Economics, Vol, 35, No. 3
9. Raghuvansh Prasad Singh (2008), Two Years of NREGA, Yojana, Vol-52.
10. Singh AK (1994), Changes in the Structure of Rural Workforce in U.P.; A Temporal and Regional Study, in Visaria P and Basant R (eds) Non- Agricultural Employment in India, Sage Publications New Delhi.
11. Singh A.K. (1997), Agriculture Growth, Employment and Poverty in U.P.-- Some Recent Trends, in Chadha G.K. AND Sharma AN (eds) Growth, Employment and Poverty; Change and Continuity in Rural India, Vikas Publishing House, New Delhi.
12. Singh AK, (2007), Inter State Variations in Levels of Economic Development in India; A Sectoral and Temporal Study, Paper Presented in National Seminar on Economic, Political and Social Transformation in India, held at Giri Institute of Development Studies Lucknow on March 28-29 2007.
13. Visaria P. (1994), Sectoral Distribution of Workers in India, in Visaris and Vasant (eds) Non – Agricultural Employment in India, Sage Publication New Delhi